DOCUMENT RESUME

ED 096 771 EA 006 450

TITLE	Problems in Providing Education Overseas for Dependents of U.S. Personnel. Report to the Congress.
INSTITUTION	Comptroller General of the U.S., Washington, D.C.
SPONS AGENCY	Department of Defense, Washington, D.C.
REPORT NO	B-131587
PUB DATE	25 Sept 74
NOTE	82p.
AVAILABLE FROM	U.S. General Accounting Office, Room 4522, 441 G Street, N.W., Washington, D.C. 20548 ($1.00, check or money order only)
EDRS PRICE	MF-$0.75 HC-$4.20 PLUS POSTAGE
DESCRIPTORS	*Comparative Analysis; *Dependents; Educational Objectives; Elementary Schools; *Federal Government; Military Organizations; *Military Schools; National Norms; *Program Evaluation; School Systems; Secondary Schools
IDENTIFIERS	ODSS; *Overseas Dependents School System

Abstract

Three principal school systems serve eligible American dependents overseas. This report discusses one of them, the Overseas Dependents School System (ODSS), operated by the Department of Defense. At the request of Congress, the Government Accounting Office (GAO) evaluated ODSS. The report notes that recently ODSS had changed its educational goal from one that aimed to provide "educational opportunities of a high quality comparable to the better systems of the U.S." to one that aimed "to deliver a quality education." GAO recommends a return to earlier, higher educational goals. The report also recommends that the Secretary of Defense require that any ODSS program used to test or evaluate the quality of education include features permitting inter-area and intra-area comparisons and make possible comparisons with other major systems in the United States. Recommendations to eliminate or minimize management problems, along with other recommendations, are also included. (Author/JF)

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

BEST COPY AVAILABLE

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

EA 006 450

B-131587

To the Speaker of the House of Representatives
and the President pro tempore of the Senate

This is our report on problems in providing education overseas for dependents of U.S. personnel.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

We are sending copies of this report to the Director, Office of Management and Budget; the Secretary of Defense; and the Secretaries of the Army, Navy, and the Air Force.

Elmer B. Staats

Comptroller General
of the United States

ED 096 771

Contents

CHAPTER		Page
DIGEST		i
1	INTRODUCTION	1
	ODSS	1
2	ODSS EDUCATION--HOW GOOD IS IT?	5
	Self-evaluation through systemwide testing programs	6
	Accreditation of ODSS schools	9
	Restatement of ODSS educational goals	9
	Conclusions	10
	Recommendations	11
	Agency comments	11
3	PROBLEMS INVOLVING ODSS PATTERNS OF ORGANIZATION, STAFFING, AND COMMUNICATIONS	13
	Adequacy of DDE staffing	13
	Major program and organizational changes	16
	Conclusions	17
	Recommendations	18
	Agency comments	19
4	DETERMINING AND MEETING STAFFING REQUIREMENT FOR ODSS PERSONNEL	20
	Staffing requirements	20
	Teacher transfer program	20
	Teacher local-hire program	21
	Minority group teacher hiring program	23
	Professional development opportunities	24
	Conclusions	25
	Recommendations	26
	Agency comments	26
5	SCHOOL FACILITIES AND TEACHERS' HOUSING STILL PROBLEM AREAS	27
	Military construction review processes do not adequately support ODSS facility needs	27
	Teachers dissatisfied with housing	29
	Conclusions	31
	Recommendations	32
	Agency comments	33

CHAPTER		Page
6	IMPROVEMENTS NEEDED IN THE MANAGEMENT OF STUDENT BUSING SERVICES AND COSTS	34
	Busing services are unnecessarily costly	34
	Conclusions	36
	Recommendations	36
	Agency comments	37
7	CONTROLS OVER PROCUREMENT, DISTRIBUTION, AND ACCOUNTING FOR EDUCATIONAL MATERIALS AND EQUIPMENT NEED STRENGTHENING	38
	Schools are experiencing supply support problems	38
	Conclusions	41
	Recommendations	41
	Agency comments	42
8	TUITION FEES CHARGED NEED CORRECTION	43
	Guidelines for computing ODSS per-pupil costs	43
	Practices followed in setting and collecting ODSS tuition need closer monitoring	44
	Conclusions	46
	Recommendations	47
	Agency comments	47
9	SPECIAL-PURPOSE EDUCATIONAL PROGRAMS REQUIRING IMPROVEMENT	49
	Vocational preparation program	49
	Work-study program	51
	Host Nation Program	52
	Conclusions	54
	Recommendations	55
	Agency comments	55
10	SCOPE	56

APPENDIX		Page
I	Principal organizational elements responsible for ODSS	57
II	Military department organizations responsible overseas for dependents schools	58
III	Comparison of ODSS expenses by cost classification	59
IV	Letter dated June 3, 1974, from the Assistant Secretary of Defense	60
V	Principal officials responsible for administering activities discussed in this report	71

ABBREVIATIONS

ASD(I&L)	Assistant Secretary of Defense (Installations and Logistics)
ASD (M&RA)	Assistant Secretary of Defense (Manpower and Reserve Affairs)
DDE	Director, Dependents Education
DGSC	Defense General Supply Center
DOD	Department of Defense
DSA	Defense Supply Agency
GSA	General Services Administration
NCA	North Central Association of Colleges and Secondary Schools
ODSS	Overseas Dependents School System

BEST COPY AVAILABLE

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

PROBLEMS IN PROVIDING EDUCATION
OVERSEAS FOR DEPENDENTS OF
U.S. PERSONNEL
Department of Defense B-131587

D I G E S T

WHY THE REVIEW WAS MADE

GAO reviewed the Overseas Dependents School System (ODSS) because of congressional

--interest in the large number of American families and school children affected and

--concern about providing a high quality of education to these students and the resulting costs.

FINDINGS AND CONCLUSIONS

Educational goals and accomplishments

ODSS is one of three major school systems overseas attended by dependents of American military and civilian personnel. They had the following 1972-73 enrollments:

ODSS	152,000
American Sponsored Overseas Schools	68,000
Panama Canal Zone Schools	13,000
Total	233,000

ODSS--the largest and most costly--reported estimated operating costs of $172.7 million in fiscal year 1973, a 62-percent increase over the $106.7 million for fiscal year 1969.

ODSS efforts to evaluate the quality of education it provides students have been sporadic and inadequately coordinated and monitored. (See pp. 6 to 10.)

Principal criteria in accreditation of ODSS secondary schools emphasize resource inputs which alone cannot guarantee high levels of educational achievement. (See p. 9.)

A recent change to ODSS' educational goal, from one that aimed to provide "educational opportunities of a high quality comparable to the better school systems of the U.S." to one that aimed "to deliver a quality education," may have been unduly influenced by the lack of earlier success in meeting that higher goal. (See pp. 9 and 10.)

Organization, staffing, and internal communications

The ability of the Director, Dependents Education (DDE), to strongly direct and adequately manage ODSS is questionable because of his limited number of professional staff. (See pp. 13 and 14.)

Effective DDE program management would be enhanced by:

--More frequent site visits and inspections.

--Better coordination of services' internal audit activities.

--Increased informal communications

Tear Sheet. Upon removal, the report cover date should be noted hereon.

BEST COPY AVAILABLE

with all area school superintendents on school system policy matters. (See pp. 14 to 16.)

Area superintendents have made major program and organization changes with little or no DDE coordination and apparently with limited concern about the effects on ODSS worldwide interests. (See pp. 16 and 17.)

Staffing requirements for school system personnel

ODSS has experienced little difficulty in recruiting teachers required to staff its schools. (See p. 20.)

Teachers are questioning whether the intra-area and inter-area teacher transfer programs are being administered fairly. (See pp. 20 and 21.)

Special efforts have been made to hire minority group teachers; however, because of the timing of recruiting efforts, inadequate publicity, and other problems, the program has been only partly successful. (See pp. 23 and 24.)

School facilities and teachers' housing

The proposed construction program for ODSS, submitted annually to the Department of Defense (DOD) for assignment of priorities, was not prepared with ODSS goals and requirements as a primary consideration. (See pp. 27 to 29.)

The quality of housing provided, which varies markedly from area to area and even within an area, is a major morale issue for ODSS teachers. (See pp. 29 and 30.)

Teachers have been urging DOD to establish higher minimum housing standards. A DOD policy change promulgated in January 1973 should bring some improvements. (See pp. 30 and 31.)

Special-purpose educational programs

Recently introduced, special-purpose educational programs have experienced problems because of startup costs, lack of adequate school facilities, and inadequate coordination between teachers and school administration personnel. (See p. 49.)

Vocational training opportunities are available only on a relatively small scale, although almost half the students graduating from ODSS high schools terminate their formal education at that time. (See pp. 49 and 50.)

Funds were made available for an expanded vocational training program in the European area in 1973 and 1974; however, plans to support the proposed expenditures were inadequate. (See pp. 50 and 51.)

RECOMMENDATIONS OR SUGGESTIONS

The Secretary of Defense should direct that ODSS reconsider recent changes to its educational goals and educational testing programs and reaffirm his commitment to earlier, higher educational goals.

The Secretary of Defense should require that any ODSS program used to test or evaluate the quality of education, include features permitting inter-area and intra-area comparisons and make possible comparisons with other major systems in the United States. (See p. 11.)

The Secretary of Defense--to eliminate or minimize management problems

existing because of shortcomings in ODSS organization, staffing, and communication--should also:

--Augment the DDE staff to be sure of availability of sufficient staff to direct and manage worldwide ODSS operations.

--Reestablish area superintendent positions in the DDE office.

--Direct military audit agencies to coordinate examinations of ODSS activities with DDE and furnish copies of audit reports regularly to DDE.

--Introduce a DDE periodic newsletter or information bulletin for use in disseminating policy and program information to ODSS.

--Introduce a parallel system of periodic reporting by district and area superintendents to DDE to advise of operational problems and any innovative educational concepts or programs being introduced at local levels. (See pp. 18 and 19.)

--Critically review overseas local hire and transfer programs because of their interrelationship and potential for adverse effect on the morale of ODSS career teachers.

--Consider desirability for a more widespread issuance of authoritative information about the ODSS program for hiring minority group teachers.

The Secretary should prescribe a special procedure for justifying and funding school construction in order that funds for ODSS construction are spent only where there is the greatest need. He should direct the military services, in consultation with DDE, to prepare 5- and 10-year plans for school facility improvements.

The Secretary should closely monitor implementation of the revised policy developed to improve overseas teacher housing. (See pp. 26, 32, and 33.)

To coordinate efforts of school and military officials toward insuring more efficient and economical student busing, the Secretary should also direct:

--Establishment of a special task force of qualified transportation specialists to evaluate and report on opportunities for better busing management.

--Reassessment by specialists of the adequacy and economy of routes and passenger loading ratios periodically.

--DDE to incorporate into his management information system reporting procedures which would highlight details of bus transportation costs. (See pp. 36 and 37.)

Other more detailed recommendations will be found on pages 41, 42, 47, and 55.

AGENCY ACTIONS AND UNRESOLVED ISSUES

DOD accepted most of GAO's recommendations for the continuation of the high educational goals of ODSS and for improvement in the efficiency and economy of the system's operation.

DOD did not agree with the recommendation dealing with the reestablish-

ment of the area Superintendent positions in DDE and a reduction of ODSS supply personnel in the Pacific area but acknowledged both matters were being studied and would be evaluated.

DOD did not agree that ODSS should be charged for major support services being provided by the military services without charge although it did not dispute that these services were properly attributable to ODSS.

DOD said that special procedures, if adopted for justifying and funding ODSS school construction projects, may lead to requests for similar treatment for such other DOD components as hospital and medical facilities, thus causing problems in administration of the military construction authorization bill.

MATTERS FOR CONSIDERATION BY THE CONGRESS

This is an information report which should assist Committees of the Congress and individual Members with their legislative considerations relating to the education of dependents of U.S. military and civilian personnel stationed overseas.

No specific actions by the Congress are suggested.

CHAPTER 1

INTRODUCTION

The Congress has long been interested in insuring that eligible dependents attending overseas schools receive a high-quality education. The General Subcommittee on Labor, House Committee on Education and Labor, has periodically visited schools for American dependents which are operated and assisted by the U.S. Government and has issued reports and made recommendations for improvement.

Three principal school systems serve eligible American dependents overseas. In order of size of enrollment, they are the Overseas Dependents School System (ODSS), operated by the Department of Defense (DOD); the American Sponsored Overseas Schools, sponsored and partially funded by the Department of State; and the Panama Canal Zone Schools operated in the Panama Canal Zone by the Canal Zone Government, an independent agency of the United States. In some overseas areas, some dependents attend private schools and others are enrolled in correspondence school programs. This report discusses ODSS.

ODSS

Organization and management

Under the direction of the Secretary of Defense (see app. 1), the Assistant Secretary of Defense (Manpower and Reserve Affairs) (ASD (M&RA)), is responsible for establishing the overall policies for the organization, operation, and administration of this worldwide school system. This system is organized into three geographical areas, with two subdivided into districts.

ASD (M&RA) is responsible for:

--Determining the general educational goals and objectives.

--Developing appropriate curriculums and lists of approved instructional materials.

--Establishing professional standards for all school professionals.

--Providing for the common recruitment, selection, assignment, and transfer of all school professionals to and between overseas school areas (delegated to the Department of the Army on December 12, 1971).

--Developing standards for the effective operation and administration of the academic program, including staffing criteria.

--Developing policy and guidelines for establishing and closing overseas dependents schools, including dormitory facilities, and serving as liaison with the Department of State when political considerations are involved.

These responsibilities are carried out for ASD (M&RA) by the Office of the Director, Dependents Education (DDE), which communicates directly with the designees of the Secretaries of the military departments and the area superintendents on educational matters and with commanders of unified and specified commands on matters affecting the dependent schools in their command areas. The Secretaries of the military departments and their designees (including school area or district superintendents) also communicate directly in dealing with base and installation commanders in their assigned school area.

The Assistant Secretary of Defense (Installations and Logistics) (ASD (I&L)), who is responsible for certain operational aspects of ODSS, must:

--Provide for procuring and distributing unique items.

--Develop design and engineering criteria for constructing school facilities.

--Provide for the programing of school facilities in annual military construction programs or otherwise as required.

The Secretaries of the military departments have been given responsibility for implementing Office of the Secretary of Defense policies for operating and administering dependent schools and for providing tuition-fee schooling in

assigned areas. The Army has been assigned responsibility for the European area, the Navy for the Atlantic areas, and the Air Force for the Pacific area.

Each military department has issued policy statements, regulations, and procedural instructions for operating the program of education for dependents in its area. (See app. II.)

Magnitude of operations

Since its relatively modest beginning in Germany in October 1946, ODSS has grown into a worldwide system. Originally, 38 elementary schools and 5 high schools enrolled 2,000 American children who were taught by 120 teachers. A high point of the 5-year period which ended in 1973 was reached during fiscal year 1970 when about 161,000 DOD dependent students were enrolled. During fiscal year 1973, ODSS enrollments were estimated at 152,000 DOD dependents in 294 schools in 27 countries and island groups, with more than 8,000 professional staff personnel employed. Enrollment of a relatively small number of non-DOD dependent students is authorized on a space available basis.

In terms of student enrollment, ODSS is a little smaller than the Dallas Independent School District and about 7 percent larger than the District of Columbia Public School System. Because of the dispersal of its facilities and the necessity of maintaining many relatively small schools in isolated areas, the resulting problems of management, staffing, and logistics of ODSS are unquestionably more complex than those of statewide schools.

The ODSS program is funded by the DOD annual appropriation acts; no permanent authorizing legislation has been enacted to provide for the establishment and operation of this school system.

Although student enrollment has decreased, the costs of overseas dependent education have increased from about $106.7 million in fiscal year 1969 to about $172.7 million in fiscal year 1973, an increase of about 62 percent. More than half of this overall increase is attributable to increased salaries and employee benefits. Appendix III compares program costs of these 5 years.

The North Central Association of Colleges and Secondary Schools (NCA) periodically evaluates the ODSS high schools for accreditation. ODSS high schools were all accredited by NCA at the time of our review.

CHAPTER 2

ODSS EDUCATION--HOW GOOD IS IT?

Professional educators differ on what methods can be used to measure how meaningful and successful the education provided by a school system is but generally agree that measurement is feasible.

A Select Subcommittee on Education of the House Committee on Education and Labor in March 1966 stated that:

> "* * * the overseas dependent schools have the opportunity to produce academically superior students. * * * In every sense then these children have a multitude of advantages over the average state-side students who may live in an impoverished area or who may run free of any semblance of discipline. These dependents abroad collectively have tremendous potential. The schools they attend can nourish this potential or they can diffuse it. What a great loss it is to take this group and educate them in a school system that, at best, is only average in comparison with state-side systems."

DOD Directive 1342.6, dated July 16, 1968, states that:

> "The mission of the DOD overseas Dependents School is to maintain a school system which provides educational opportunities through thirteen years of school (Kindergarten through grade twelve); to assure that such educational opportunities are of high quality and are comparable in all respects to the better school systems of the United States; to maintain such schools in sufficient numbers and types, properly staffed and equipped to provide quality education for eligible dependent children of United States military and civilian personnel of the Department of Defense stationed in overseas areas."

SELF-EVALUATION THROUGH SYSTEMWIDE TESTING PROGRAMS

Initial worldwide testing program

In 1968 DDE introduced a standardized testing program to evaluate ODSS student achievements. Each area school was required to administer a series of standardized tests to its students and to compare its test results against those of other schools in the three areas and against national averages.

Other standardized tests were to be administered at the discretion of area superintendents. The area superintendents were to summarize and analyze data, such as scores for each student, including standard scores and percentiles; class lists and averages; grade averages, by school, district, and geographic area; and for frequency distributions and item analysis on achievement tests for grades from four and above, and send it directly to DDE.

The worldwide testing program began in the fall of 1969 with the understanding that its effectiveness would be reviewed at the end of the second year during the testing. It was intended to identify any program weaknesses so it could be improved.

DDE did not receive much of the information required to be submitted for 1969 and 1970. Although he did receive summaries of the results on the mandatory tests given, they did not include information on individual schools or area listings or show which, if any, other tests were given.

In the fall of 1971, the European area schools discontinued administering the standardized tests at the direction of the area superintendent. The action was not explained and no authorization was previously requested or obtained from DDE. Consequently, instead of having 3 or more years of complete test results to compare, DDE had only partial information for 2 years. The tests showed that ODSS students, as a whole, were performing at the national norms for most subject or skill areas. The results for 1970 were lower than those for 1969.

ODSS inter-area comparisons showed that, for grades 2 through 8, students from the European area (largest of the three) were scoring lower than those from either the Pacific or Atlantic areas. For grades 9, 10, and 11, Atlantic area students were scoring lower than the others; Pacific area scores were higher than those reported by the European area.

Cancellation of testing program

A December 8, 1971, memorandum from the Deputy Assistant Secretary of Defense (Education) notified the Assistant Secretaries of the Military Departments (Manpower and Reserve Affairs) that the ODSS basic and optional testing program was to be suspended and that it was necessary to develop a new testing program to meet student, teacher, and administrator needs.

The canceled testing program fell short of its original objectives. Its lack of success, in our opinion, can be attributed to (1) one area superintendent's decision, without prior approval of DDE, to discontinue administering the standardized tests after the second year, (2) insufficient reporting of test results to DDE, compromising his ability to validly compare data, and (3) insufficient manpower available to DDE, which precluded adequate monitoring in the field to insure that schools uniformly administered and reported test results.

Internal evaluation of testing programs

The Army Audit Agency's February 1973 report on ODSS in the European area makes the following observations relating to the testing programs' objective of evaluating student achievement.

> "The U.S. Dependents Schools, European Area (USDESEA) spent $150,000 during the past three school years giving academic progress tests to students under the DOD Testing Program. These tests were designed to provide valuable information to assist in identifying educational needs of individual students and areas requiring improvement in the educational program. However, little benefit was realized from the tests because the teachers and administrators were not analyzing and

using the test results. Furthermore, during the fall of 1971, many schools did not give mandatory tests because USDESEA made the program optional without permission from DOD."

"USDESEA later persuaded DOD to direct the suspension of the testing program, and is currently spending $32,300 for the development of a new test to be used during school year 1973-74. In view of the small value realized from the tests given previously, the justification for this expenditure is questionable. Furthermore, the test which is being developed does not include a comparison of student achievement in the school system in Europe with student achievement in school systems in the United States. Such a comparison would be a good measure of how well USDESEA is accomplishing its mission of providing an education equal in quality to that provided by the better schools in the United States. If this comparison is not included in the new test, there will be no way of identifying weaknesses in the educational program, such as the weakness in language arts and mathematics, that existed at the time of our review."

The DDE staff members, in discussing the report, advised us that the program being designed would permit comparisons at all levels, school to school, district to district, area to area, and ODSS to national norms.

They had some reservations about whether results on standardized tests were valid measurements of the quality of education in ODSS. They believed that ODSS students possessed characteristics that distinguished them from their stateside counterparts. ODSS students remain in the system about 3 years and there is a cultural bias impacting on them from living in the host nation. Consequently, the test results and analyses may not be a valid basis for measuring whether ODSS was accomplishing its educational mission.

However, DDE staff members were confident that using sampling techniques to establish the number of students to be tested, using fewer mandatory tests, and granting greater discretionary authority to give optional tests within the area would not compromise the basis for making comparisons.

Revised ODSS testing program

DOD prescribed for ODSS a revised testing program based on information developed by the UCLA Center for the Study of Evaluation, under a ODSS contract. It was to be operationally effective on September 1, 1973.

Designed to save money but giving tests to limited sample selections of students, the program (1) emphasized less mandatory standardized testing throughout ODSS and (2) allowed each school area to use more optional tests and to test their students in the manner they deemed most appropriate.

Some school systems in the United States give between 10 and 20 tests in their efforts to evaluate the quality of education provided in their schools. Recent changes in the ODSS testing program reduced by half the number of mandatory standardized tests to be given and gave area superintendents greater discretion in selecting the tests and the number and level of students to be tested.

ACCREDITATION OF ODSS SCHOOLS

ODSS has relied strongly on accreditation as an indicator of the high quality of education in its schools. For many years NCA has contracted with ODSS to periodically evaluate that system's high schools and their educational programs for accreditation. NCA reviews the educational programs of the ODSS high schools in each geographic area every other year emphasizing such resource input factors as per-pupil costs, pupil-teacher ratio, school facilities, school supplies, administrative services, and teacher qualifications.

For the schools to be accredited, they must comply with NCA standards for these items. ODSS school officials have accepted these input factors as good indicators of the quality of education in their schools.

Every secondary school in ODSS is accredited by NCA.

RESTATEMENT OF ODSS EDUCATIONAL GOALS

A stated primary goal of ODSS has been, until recently, to provide educational opportunities of a high quality, comparable in all respects to the better school

systems of the United States. The ODSS statement of goals is being revised and the school system will have as its stated aim the delivery of a "quality education."

Innovative programs and teaching approaches being introduced into the primary, middle, and secondary schools in the United States are also being introduced into ODSS to enrich its curriculum. These include such programs as (1) individual Guided Education, (2) Continuous Pupil Progress, (3) World-of-Work, (4) School Health Education Studies, (5) Vocational Education, and (6) the Host Nation Program and English-as-a-Second-Language programs, which are tailored particularly for ODSS' stated needs and have been introduced in many of its schools throughout the world. (See ch. 9.) Each of these innovations or expansions has increased ODSS operation costs.

No demonstrable special benefits are being attributed directly to these new activities by DDE and school superintendents overseas. Moreover, they could not name any criteria useful for comparisons other than resource inputs (used predominantly for accreditation) and results of standardized testing programs (to which the ODSS new testing program is attaching less significance than previously).

The Directorate of Overseas Education personnel said the results of earlier ODSS testing and evaluation showed the level of student education to be average, although it had been indicated as higher than average in congressional testimony.

ODSS officials now believe that the earlier mission statement was worded too strongly and that a more general statement of goals would give a greater likelihood of achievement.

CONCLUSIONS

ODSS efforts to evaluate the quality of the education have been sporadic and inadequately coordinated and monitored and have shown inconclusive results.

The principal criteria NCA used in its periodic accreditation reviews of the ODSS secondary schools generally emphasize resource inputs which alone cannot insure high levels of educational achievement.

DOD's recent decision to change the ODSS educational goal from one that aimed "to provide educational opportunities of a high quality comparable in all respects to the better school systems of the United States" to one that aimed to deliver a "quality education," may have been unduly influenced by the lack of success in meeting that higher goal. The results of an initial worldwide testing program used by ODSS, while incomplete, did indicate that ODSS students were achieving at levels equal to nationwide norms.

ODSS should not knowingly compromise its educational goals because of difficulties in measuring or achieving its stated goals of excellence.

RECOMMENDATIONS

In light of congressional views that the unusual potential of the ODSS student body merits an exemplary rather than an average school system, we recommend that the Secretary of Defense direct that the recent changes to the ODSS educational goals and educational testing programs be reconsidered and that he reaffirm his commitment to earlier, higher educational goals.

We also recommend that he require that any testing program used by ODSS, in evaluating the quality of the education provided by its schools, incorporate features which will make possible inter-area as well as intra-area comparisons and which will permit comparisons with other major systems in the United States. The latter comparison would appear to deeply concern parents and students returning to stateside schools.

AGENCY COMMENTS

DOD concurred with our recommendation that ODSS abandon its restatement of policy lowering educational goals and reaffirm its commitment to the previous and higher goal.

DOD said it would maintain the previous educational goal of providing educational opportunities of a high quality, comparable in all respects to the better school system in the United States.

DOD agreed with our recommendation concerning the need for testing programs to evaluate the quality of education

which would permit inter-area, intra-area, and stateside school system comparisons and stated that provisions have been incorporated in the system providing for such comparison.

DOD believes the NCA accreditation of ODSS high schools is a worthwhile operation. We agree with its contention because accreditation is necessary for ODSS credits to be freely acceptable by other accredited schools, but we do not believe that the input factors NCA evaluated are necessarily good or reliable indicators of the quality of education offered.

CHAPTER 3

PROBLEMS INVOLVING ODSS PATTERNS OF ORGANIZATION, STAFFING, AND COMMUNICATIONS

ADEQUACY OF DDE STAFFING

Although charged with the responsiblity for establishing the overall policies for organization, operation, and administration, the Office of DDE has so few personnel assigned that its ability to adequately direct and manage is questionable.

The number of personnel at the Office of DDE and at the headquarters level in the military departments assigned to the overall direction and management of ODSS is as follows:

Headquarters Staffing

December 31, 1972

	Office of DDE	Military departments			
		Total	Army	Air Force	Navy (note a)
Civilians:					
Professional	3	11	5	3	3
Clerical	2	3	1	1	1
Military	-	1	1	-	-
Total	5	15	7	4	4

[a]Navy headquarters personnel are in Pensacola, Florida.

DDE and military department personnel making top level policy and management decisions affecting ODSS should have current and reliable data available to them. One of the best ways of acquiring such information is through personal observation based on problem-identification visits by knowledgeable, responsible personnel. A second is a program of internal audit which reports to top levels of management on the adequacy of program operations. A third is a

well-designed and properly functioning management information system.

The shortcomings we noted in the use of such management tools suggest that opportunities for improvement exist in each area.

School visits and inspections

From December 1968 to December 1972, the DDE staff of three professional personnel made three overseas trips, visiting schools only in the European area. It cited its heavy workload as the reason for not visiting more schools.

During the same period, personnel from the Army's headquarters in Washington made six visits to schools in the European area and Air Force headquarters personnel made four visits to schools in the Pacific area. Personnel from the Navy's headquarters (then in Washington, but now in Pensacola) made 150 visits to the schools in the relatively small Atlantic area.

DDE told us that neither he nor any of his staff members had visited the Pacific area schools since 1967 and they had not visited the Atlantic area schools since 1963. If military department staffs prepared reports following their overseas visits, they were not routinely forwarded to DDE for his information.

Internal audits

The Army Audit Agency made the most recent internal audit (1972) of ODSS activities and reported the results on February 26, 1973. DDE told us that he first learned of that audit when we questioned him about its scope and objectives. He had not been asked for his suggestions on what areas of interest or concern the auditors should consider when they plan their work. Moreover, he stated he does not routinely receive reports on ODSS issued by the services' audit agencies. Following our discussions, he requested and obtained a copy of the Army Audit Agency report from the Army.

Our staff submitted to the military commanders in the European and Pacific areas written summaries of information developed, our observations, and a statement of preliminary conclusions. We requested and received comments on these factsheets.

In discussing these comments with DDE we learned that he had not been furnished copies of the factsheets or the command's comments. The existence and the substance of those comments were unknown to DDE until our staff in Washington furnished copies to him.

Channels of communication

The authorized channels for formal communication between DDE and the schools, as established, appear to inhibit prompt and direct transmission of pertinent information, including policy guidance. For example, formal communications for DDE involving educational matters, when transmitted through required channels, are directed through 10 separate offices before reaching the European superintendent of ODSS; 7 organizational levels separate DDE from the Atlantic area superintendent, and clearance through 10 organizational elements is required to contact the Pacific area superintendent. Formal communications relating to civilian personnel and facility matters must be cleared through equally lengthy and time-consuming channels.

By contrast, informal channels of communication between DDE and area superintendents have been handled directly and expeditiously. They entail few of the complexities encountered when using the established routing required for formal communications.

DDE has particularly effective, direct communications with area superintendents in the Pacific and the Atlantic areas; as a result, school-related matters can be discussed, plans formulated, and decisions reached in a matter of hours. The Air Force and the Navy, which are responsible in these areas, encourage this simple and direct channel of communication in the interest of efficiency. However, DDE communications with the area superintendent in Europe must carefully adhere to a system of multiple, successive clearances which usually results, even under favorable circumstances, in 15-

to 30-d[illegible] delays. DDE said that similar direct communications previously existed with the European area superintendent on some school-related issues; but, after this practice recently was criticized in a consultant's report directed to the Secretary of the Army, such direct communications ceased.

In our discussions with parents, classroom teachers, supervisors, and school administrators overseas, we noted the absence of reliable information on a number of policies or practices introduced by either area superintendents or DDE. Some mechanism for rapidly and widely disseminating reliable information about ODSS on both a systemwide and areawide basis is needed. This need could be satisfied, in our opinion, by an ODSS newsletter, information bulletin, or other such unofficial communication mechanisms.

The publication could be used as a source of general information to solicit data and opinions on pending or potential issues, to report progress toward solving problems, and to authenticate facts of mutual concern. It also could serve as a vehicle to prime a feedback of information to DDE not otherwise easily obtainable from the schools. It could be published periodically or as the need arose to focus attention on a particular area. Such means of unofficial communications have been used with success in DOD and by many other public and private organizations.

MAJOR PROGRAM AND ORGANIZATIONAL CHANGES

Area superintendents have made major program and organization changes with little or no prior coordination with DDE.

As discussed in chapter 2, the area superintendent in Europe directed his school principals to discontinue administering mandatory standardized tests. He did this without first consulting DDE or receiving his approval.

In the Pacific area, a program for individual-guided education of elementary school students was introduced on a full-scale basis. Under such programs, children of various ages are grouped by achievement levels instead of grades and the children are taught individually and collectively by a team of teachers. Each student progresses at his own rate.

Teachers, parents, and some administrators in the Pacific area schools said they had had no part in deciding whether to introduce this program; they had not been given sufficient guidance on how to implement the program; they were not assisted by the paraprofessional aides required; and, in many instances, special books, equipment, supplies, or properly equipped classroom space were not available.

ODSS officials confirmed to us that the program probably had been introduced prematurely, without adequate preparation of teachers, parents, and students, and that parents would thereafter be given the choice of having their children assigned to a teaching team program or to a traditional classroom situation.

In the European area, the number of school districts was increased from three to five in Germany and district boundaries were made to conform, generally, with those of the Army's support and engineer districts which provide logistical assistance to the schools. In the Pacific area, four districts were consolidated into three by merging into one district--the ODSS schools in Korea with those in Japan. Within each geographical area, the new districts each had similar staffing authorized; however, the number of schools and enrolled students in the various districts differed. Rather than staffing in accordance with a determination of its specific needs, districts seemed to have standardization of staffing as a goal, in itself. The military department having responsibility in the geographical area made the organization and staffing changes without DDE concurrence.

CONCLUSIONS

Because the Office of DDE has few staff members, its ability to strongly direct and adequately manage ODSS worldwide operations is questionable. The Office could more effectively coordinate educational activities of the three geographical areas if greater directive authority were vested in it. A major step in that direction would be to have the three area superintendents made directly responsible to and an integral part of the DDE organization.

The military departments and DDE, in introducing major organization and program changes, should be better coordinated for more effective ODSS operations. Military

department audit agencies' audits of ODSS operations should be coordinated with DDE, and copies of issued audit agency reports should be furnished routinely to that official.

An informal newsletter or information bulletin is needed to facilitate the worldwide dissemination of reliable information on matters of interest and concern to personnel involved in the administrative and educational operations of ODSS.

The cited shortcomings in ODSS's current pattern of organization, staffing, and communications are significant enough to compromise the effective coordination of educational activities in the three geographical areas.

RECOMMENDATIONS

To eliminate or minimize the management problems that exist because of these shortcomings, we recommend that the Secretary of Defense direct that the following actions be taken.

--DDE's staff should be augmented to insure the availability of sufficient personnel to strongly direct and adequately manage, including periodic visits to schools, the worldwide ODSS operations. The desirability of reassigning to DDE some of the personnel currently assigned to the military departments' headquarters offices handling dependents' education matters should be considered, since those individuals are familiar with ODSS operations.

--Area superintendent positions, which are now organizationally a part of the separate military departments having operating responsibilities for dependents' education in overseas areas, should be reestablished as positions in the Office of DDE. This would make communications more direct and unencumbered and would invest those communications on educational program activities from DDE to these area superintendents with the degree of authority necessary to insure that they are adhered to, or deviated from, only if DDE gives approval.

--Military audit agencies should be directed to coordinate their examinations of ODSS activities with

DDE to insure that any special areas of that program manager's concern or interest are considered as part of the scope of audits to be performed. Moreover, copies of the audit reports issued should be furnished routinely to DDE for information and for monitoring corrective action when necessary.

--DDE should develop plans to introduce a periodic newsletter or information bulletin for use in disseminating policy and program information to overseas area and district levels of ODSS.

--A parallel system of periodic narrative reporting by district and area superintendents to DDE should be introduced to keep that program manager up to date on any operational problems and of any innovative education concepts or programs being introduced at local levels. This would enable DDE to monitor and evaluate the desirability of testing these innovations elsewhere and introducing them systemwide.

AGENCY COMMENTS

DOD agreed with our recommendations on ODSS organization, staffing, and internal communications except for reestablishing the area superintendent positions in the Office of DDE. DOD stated, however, that it is realining some ODSS functions and that the recommendation will be evaluated.

We believe that ODSS cannot operate with the maximum efficiency without a system for effective and direct communication between DDE and area superintendents to discuss school matters, formulate plans, and reach decisions. Communication through the existing time-consuming, multiple-layered system insulating DDE from area superintendents is neither efficient nor practical. The most simple and direct way to eliminate the current communication block is to reestablish area superintendent positions in the Office of DDE.

CHAPTER 4

DETERMINING AND MEETING STAFFING REQUIREMENT FOR ODSS PERSONNEL

The overall requirements for teachers needed by ODSS are being met with relative ease. For many years, the number of applicants for available vacancies has been greater than the number needed as replacements in the system. The Army, which in 1972 needed more than half the teachers employed by ODSS for European area school assignments, is the designated executive agency for recruiting teachers from the United States.

STAFFING REQUIREMENTS

DDE issues guidelines to area superintendents for their use in annual computations of staffing requirements. Implementation of these guidelines has resulted, generally, in student-to-teacher ratios that compare favorably with those for school systems in the United States. The discretionary authority of area superintendents in allocating available teacher resources to high schools, middle or junior high schools, and elementary schools has been used to insure that the limit for NCA accreditation was met.

TEACHER TRANSFER PROGRAM

Teacher requirements are filled by stateside recruiting, transfers between areas and within an area, and local hiring overseas of personnel having professional credentials. In the Pacific area teachers were dissatisfied with the operations of the transfer and local hiring programs.

Particularly in the Pacific area, and to a lesser extent in the European area, teachers and representatives of overseas teacher organizations questioned the fairness of the transfer system. They felt that preferential local hiring of DOD dependents as teachers, which has been a matter of policy since April 1972, limited teachers' opportunities for obtaining transfers to other overseas locations they preferred.

The problem of personnel management and the substantial costs of transferring teachers within geographic areas or from one area to another are inherent in ODSS. Although newly hired teachers theoretically are being recruited to teach overseas in ODSS, at DOD's designation, teachers, in fact, often are hired by the military departments for assignment to specific countries or schools.

The teacher transfer program, supposedly designed to serve ODSS interests, appears to have been used, at least in earlier years, as a means of recruiting and retaining teachers. In certain respects, some teachers are exploiting the opportunity for worldwide travel afforded by that transfer program.

TEACHER LOCAL-HIRE PROGRAM

On a number of occasions we were told that by hiring local DOD dependents as teachers the number of teachers in ODSS who did not meet prescribed experience requirements or who did not have recent teacher experience was increased. Another unfavorable point is that local hiring adds unecessarily to the turbulence caused by teacher turnover during the school year, because DOD dependents hired as teachers were leaving their assignments when their DOD sponsors were transferred out of that location. Local hiring of dependents, in some localities, has depleted the number of qualified personnel who previously were available when needed as substitute teachers.

For example, in the North Sea District, European area, more than half the 50 dependents hired locally as teachers had a break in teaching experience of 2 years or more; only 2 of 21 nondependent locally hired teachers had a similar experience break. In the Hessen District, 50 of that district's 170 locally hired dependent teachers resigned during the 1971-72 school year. No nondependent teachers resigned during that same school year or in the period through March 1973 during the next year.

Data compiled from Pacific area records showed the following patterns for local hiring of school level personnel in the area's three districts:

School level U.S. civilians	District	Stateside hires	Local hires	Total
Administrators	I	46	0	46
	II	30	0	30
	III	20	1	21
Total		96	1	97
		99%	1%	100%
Teaching staff	I	611	173	784
	II	431	221	652
	III	307	106	413
Total		1,349	500	1,849
		73%	27%	100%
Teacher aides	I	0	18	18
	II	0	16	16
	III	0	13	13
Total		0	47	47
		0	100%	100%
Clerical staff	I	0	29	29
	II	0	24	24
	III	0	16	16
Total		0	69	69
		0	100%	100%
Area total		1,445	617	2,062
		70%	30%	100%

Money was saved by hiring local teachers, since they were not entitled to any transportation, housing, and overseas allowances beyond those already being provided to their sponsors. School administrators appreciate the flexibility local hiring gives them in (1) filling vacancies with people who are accustomed to living overseas in a military-managed

environment and (2) being able to hire locally available personnel quickly, when changing school enrollments requir additional staff.

On the other hand, the potential for adverse effects both on teachers' morale and on developing a philosophy of career commitment to teaching in ODSS should not be minimized

MINORITY GROUP TEACHER HIRING PROGRAM

Recruiting minority group teachers was a high priority for the 1972-73 and 1973-74 recruitment programs. Special recruiters were assigned the task of locating teachers who represented minority groups. Some of the special efforts to locate and hire such teachers included seeking out and addressing black teacher groups, black colleges, and black universities. These recruitment efforts met with only limited success, and the minority group representation of professionals in ODSS is still substantially below the minority group percentage of U.S. citizens living in the overseas areas.

European area school system personnel's explanations for the failure to recruit minority group teachers to that area in the desired numbers include:

--Minorities now hold good jobs in the United States and accepting a contract to teach in Europe might jeopardize those jobs.

--The entry-level salary for ODSS teachers is that of a teacher having 2 years' experience, irrespective of the actual experience attained.

--Minority members may need only one more year to attain tenure in their current jobs, with their job security insured by that tenure.

--ODSS recruiting is done too late in the year, when many teachers are already under contract.

The reasons for, as well as the nature and scope of, ODSS special efforts to hire minority group teachers were not adequately publicized throughout the system. In the absence of adequate information and exposed to rumors and much inaccurate information, this special hiring program did

result in some discord among the teachers already employed. Establishing hiring goals for minority groups to be assigned to some of the more desirable areas, particularly to Europe, was viewed by some of these teachers as an unjust obstacle to having their own requested transfers into that area honored.

PROFESSIONAL DEVELOPMENT OPPORTUNITIES

ODSS teachers may increase their base salaries by acquiring additional educational credentials or through length of service in ODSS. Opportunities to acquire additional educational credentials are readily available for those overseas employees willing to do so.

During the school year, teachers and administrators have opportunities to attend workshops and university-sponsored consortiums and institutes which are concerned with areas of special interest or need. As an example, during the 1972-73 school year, the European area scheduled 10 workshops; in addition, there were 3 consortiums and 2 institutes where college credit was awarded to those who attended.

Summer educational leave may be granted to teachers who agree to complete 6 semester hours of job-related courses or courses required to continue their teaching certification. Extended leave without pay is available to those teachers and administrators with continued satisfactory service who aspire to more responsible positions, where additional educational preparation is desirable. Such leave may be granted to administrators for 1 year and to teachers for 1 school year plus the preceding and following summers. For example, during the 1972-73 school year, 48 ODSS personnel in the European area took extended leave and 150 others took summer educational leave.

We reported in 1968, when we last examined ODSS activities in Europe, that controls needed improvements so as to insure that teachers satisfactorily completed the courses for which they had been granted summer educational leave. Records show these administrative controls still need improvement. Not all teachers receiving round-trip transportation at the Government's expense were completing training. Corrective action which we believe will take care of the problem was initiated when this was discussed with school administrative personnel.

CONCLUSIONS

The number of teachers seeking ODSS employment continues to be greater than the number of positions to be filled each year. Student-to-teacher ratios for high schools in ODSS compare favorably with those for school systems in the United States. They meet or better the criteria developed by the stateside accreditation association, and all high schools in ODSS are accredited.

Teachers and representatives of overseas teachers' organizations have raised some questions about:

1. The fairness with which the inter-area transfers of teachers are being handled, particularly as it affects teachers seeking transfers from the Pacific area to the European area.

2. The disadvantages of the growing practice of hiring local DOD dependents as teachers, in spite of the administrative convenience and savings in transportation costs and housing and cost of living allowances.

Minority group representation of professionals in ODSS is below the minority group percentage of U.S. citizens living overseas, despite ODSS efforts to hire more teachers from this group. Special ODSS efforts to recruit minority group professionals for teaching assignments in Europe, when many teachers already employed in the system have requested transfers to or within the European area, contribute to teacher dissatisfaction. While those we talked to readily understood the broad goals of the program, they appeared to lack information about how and to what extent that program would be carried out. Those rumors and misconceptions filling the void also may be affecting teacher morale.

Opportunities for career advancement and professional growth within ODSS exist in the increasing availability of workshops, seminars, institutes, and consortiums and in the regular program of summer educational leaves for its professional staff.

RECOMMENDATIONS

We recommend that the Secretary of Defense critically review the overseas local hire and transfer programs for ODSS teachers because of their interrelationship and their potential for adverse impact on the morale of those who plan a teaching career in ODSS.

We recommend that the Secretary of Defense consider the desirability or need for a more widespread issuance of authoritative information about the ODSS program for hiring minority group teachers.

AGENCY COMMENTS

DOD advised us that it believes that employment of local hires is justified because it provides essential flexibility in meeting unforeseen and sudden decreases in staff requirements. DOD policy regarding employment of local hire dependents for teaching positions has recently been revised to permit the employment of a locally available nondependent candidate who has clearly superior qualifications. It does not view the number of local hires excessive to the point of creating an unmanageable morale problem among stateside hires or those desiring to make overseas teaching a career.

We agree that hiring practices and transfers must be in the best interests of economy, efficiency, and needs of the system. We believe a continuous review of hiring and transfer practices is necessary to achieve the maximum economy and efficiency and to preclude the creation of an unmanageable morale problem among ODSS personnel.

DOD agreed with the other recommendations.

CHAPTER 5

SCHOOL FACILITIES AND TEACHERS' HOUSING

STILL PROBLEM AREAS

Congressional committee reports on ODSS activities in the Pacific area and our report in September 1969 on the European area called particular attention to the inadequacies of and need for improvements in school facilities and teachers' housing accommodations. Existing procedures for authorizing and funding construction of both types of facilities, the varying criteria used in determining the adequacy of Government quarters and in assigning them to be occupied by teachers, and the varying local practices for granting teachers' permission to live off base and draw housing allowances appear to preclude any marked improvements in the near future.

MILITARY CONSTRUCTION REVIEW PROCESSES DO NOT ADEQUATELY SUPPORT ODSS FACILITY NEEDS

If a specific construction project is not approved at any stage of the multilevel review channels within each of the services, it is eliminated from consideration at the next higher review level. As a consequence, the total proposed construction program for ODSS school facilities submitted to ASD(M&RA) for his assignment of priorities has not been prepared with ODSS program goals and objectives as a primary consideration. Instead, each school facility proposal he considers has had to compete for funds, at each review level, with proposals for the construction of barracks, warehouses, maintenance shops, and other facilities directly supporting commanders' primary missions.

The construction proposals submitted to each of the service headquarters are those individual proposed projects which have been endorsed, successively, by each review process at the local installation, at intermediary military commands, and then at the overseas military command level. This precludes DDE from considering all the school construction projects proposed by school principals and district and area superintendents and from recommending priorities based on ODSS objectives irrespective of the individual services's more parocnial views.

In our 1969 report we suggested that school construction projects be funded separately from other military construction projects, so that priorities for ODSS construction could be set on a DOD-wide basis. DOD did not concur with that suggestion, stating that the small requirement for school construction funds did not warrant separate annual authorizations and appropriation by the Congress.

Our report noted that in January 1968 only about 55 percent of the ODSS classrooms in the European area were considered adequate. In 1973 there was no marked improvement in the proportion of classrooms in that area that could properly be classified as adequate.

Reports prepared by school authorities in the European area representing 67 percent of the general-purpose classrooms as being adequate, in our opinion, are a significant overstatement. School authorities liberally interpreted one criterion that a classroom is adequate if it is equal to or greater than 840 square feet for an elementary room or 700 square feet for a secondary room to make these classifications.

These judgments rarely considered the number of students assigned to such rooms, thereby disregarding a further requirement that 28 square feet per pupil be considered as a standard of adequacy. Using that latter criterion, we determined that only 52 percent (rather than 67 percent) of the classrooms in the European area were adequate or better.

A 1968 ODSS estimate of school facility needs in the European area showed that about $45 million worth of construction was needed. Most of those identified needs have not yet been satisfied.

There were disparities between the levels of adequacy of school facilities on Army, Navy, and Air Force installations. In the European area, schools on Army installations had the highest percentages of adequate general-purpose and and multipurpose classrooms. In the Pacific area, Army base schools had some of the poorest facilities, but facilities on Air Force bases were better. The quality of classrooms at a given service's overseas installations and the service

responsible for operation and logistic support to the schools in that particular geographic area appear to be directly related. Such a relationship has developed because the manner in which school construction is planned, programed, and funded gives greater recognition to service priorities than to the areawide or worldwide requirements for ODSS facilities.

The major problem in obtaining improved school facilities is that the host military service must fund building construction. Thus, a proposed school project must compete for priority and funding with all other local construction requirements which are the concern of the base commander. School personnel, who are organizational subordinates of these military commanders, can act only in an advisory capacity and have no part in assigning priority to facilities construction. As a consequence, school projects frequently have not received high-priority consideration.

The inconsistency of assigning priorities to school construction projects, even within a single service, is a further complicating element. For example, in the Pacific area a $1.9 million project for a permament school at Clark Air Base in the Philippines was approved for fiscal year 1973 funding although existing facilities were rated adequate to excellent. In contrast, a project estimated to cost about the same amount was proposed by the base commander at Misawa Air Base, Japan, to replace a school building considered by school officials to be barely adequate, but that proposal was rejected. Personnel at Misawa Air Base stated that they would defer submitting another request for funds until fiscal year 1975.

TEACHERS DISSATISFIED WITH HOUSING

In some locations, housing available to teachers overseas borders on being luxurious; in others it is grossly inadequate, depending on the quality of Government-furnished quarters or the availability and rental costs of private housing on the local economy.

The inconsistencies and inadequacies have been noted and commented on in the past by committees, by our Office, and by professional teachers' associations.

Federal employees assigned to overseas areas receive benefits in accordance with provisions of the Overseas Differentials and Allowances Act (Public Law 86-707). The basic regulations governing payment of such overseas benefits are incorporated into the Department of State Standardized Regulations (Government Civilians in Foreign Areas). Teachers employed by ODSS generally are eligible to receive similar benefits. ODSS teachers permanently stationed in a foreign area are authorized to have either free occupancy of Government-furnished quarters or a housing allowance. Housing allowances are paid when adequate Government quarters are not available or when permission has been granted for the individual to occupy privately owned living quarters on the economy. Housing allowances differ, by country, marital status, and employee grade or rank.

The quality of housing available unquestionably has a major impact on employee morale and can indirectly affect the success of the programs in which they are working.

On the basis of their grade, most teachers qualify for the type of quarters assigned to first lieutenants. Regardless of their years of service or any advanced degrees earned, teachers can rarely qualify for the type housing provided to middle or senior grade officers, because the ODSS teachers' grade structure precludes this.

Teachers' professional associations have continued to press DOD to establish two rooms and a private bath as minimum housing for professional teachers overseas.

In the Pacific area, particularly, single teachers, who generally live in housing referred to as bachelor officers' quarters, complained that they (1) failed to measure up to those minimum standards represented to them when they were recruited or transferred to the area, (2) were inadequate by any normal standards, and (3) were more costly than the authorized housing allowances, for those living off base.

In response to the continuing concern for the inadequate housing provided teachers overseas, on January 3, 1973, ASD(I&L) issued a policy statement intended to define, clarify, and partially cope with this problem. The new housing eligibility standards more favorably equate the teachers'

positions with the military rank upon which housing entitlements are generally based. In effect, the new standards have raised teachers' comparative status about one military grade and thereby raised the level of their housing entitlements.

This change met with some resistance from the military personnel who claimed that not enough suitable quarters were available to satisfy both military and teacher needs. Nevertheless, implementation of the new policy began and teachers have begun gradually to realize some improvement in the quality of housing accommodations being assigned to them.

CONCLUSIONS

New school facilities and housing accommodations in which ODSS personnel are entitled to live are being constructed continually overseas. However, existing facilities of both types still need much improvement.

Greater visibility of worldwide school construction needs, through earlier and more meaningful introduction of the ODSS viewpoints into the review and decisionmaking processes, should be sought. In the present system, ODSS' overall school construction needs in the three geographical areas are first subordinated to the perceived needs of the individual installation commander, second to both commanders of intermediary commands and area commanders, and third to the individual services.

In the absence of a separate proposed construction program for school facilities to be prepared annually by DDE in consonance with some budgetary limitations previously agreed to, there is no assurance that the construction of schools most urgently needed will be scheduled and funded on a priority basis.

The disparity within geographical areas between the adequacy of dependent school facilities at different installations of any one service, and among the different services in that area, evidences the need either for greater managerial concern or possibly, a realinement of managerial responsibilities for school construction budget preparation.

Teachers in ODSS share with other civilian employees and military personnel stationed overseas the problem of obtaining adequate housing, whether it be Government-furnished or private rental housing on the local economy. However, unlike these other groups who periodically rotate back to the United States, ODSS teachers, by definition, spend their entire careers overseas.

Teachers contend that their needs for space and privacy to prepare adequately for the next day's classroom work are relatively unique. That some teachers have been provided less than appropriate living quarters has long been recognized. The inadequacies in the housing accommodations to which they are being assigned have adversely affected the morale of some ODSS teachers and may have indirectly affected the quality of their instruction.

RECOMMENDATIONS

To insure that military departments are spending construction funds for overseas school facilities only where there is the greatest need for the establishment, replacement, or expansion of such facilities, we recommend that the Secretary of Defense prescribe a special procedure for justifying and funding school construction.

DDE should review and evaluate each proposal exceeding a stipulated minimum amount submitted to overseas installation commanders and the recommended disposition actions of those commanders and of each reviewing echelon of the military departments. The results of DDE's review should be incorporated into an advisory report containing a priority order-of-ranking by military department and geographic area and should be submitted to ASD(I&L) for his consideration in connection with the services' requests for construction funds.

We also recommend that the Secretary of Defense direct the services, in consultation with DDE, to prepare 5- and 10-year plans for school facility improvements, so that goals for annual construction programs can be consistent with long-range plans.

We further recommend that the Secretary of Defense closely monitor the implementation of the revised policy which was developed to improve the level of housing being assigned to teachers overseas and promptly make any revisions necessary to recognize teachers' unique housing problems and to preclude the development of any serious personnel management problems because of continued inadequate housing accommodations.

AGENCY COMMENTS

DOD did not agree with our recommendation prescribing a special procedure for justifying and funding school construction and said that no consideration should be given to treating the ODSS construction projects as a special subject in the annual Military Construction Authorization bill. DOD's position was that if special treatment was given to ODSS construction projects it would lead to the same treatment for hospital and medical facilities research and development facilities and other similar projects.

We disagree with DOD's reasoning. We do not believe that ODSS is in the same category with military hospitals, medical facilities, and research and development facilities which are primarily, if not exclusively, military matters. We believe DDE should review each ODSS construction, renovation, and expansion proposal and recommend a priority of projects, within the established monetary limitations, which would be in consonance with ODSS objectives. We do not envision this as infringement on any prerogative of the military.

CHAPTER 6

IMPROVEMENTS NEEDED IN THE MANAGEMENT OF STUDENT BUSING SERVICES AND COSTS

BUSING SERVICES ARE UNNECESSARILY COSTLY

Some ODSS officials overseas have demonstrated relatively little interest or concern in actively monitoring the level, quality, and cost of transporting students. ODSS transportation expense, which includes school busing costs, has increased by about $4.6 million (or 71 percent in the past 4 years) to about $11 million in school year 1972-73. Total school busing costs are not readily discernible in the available ODSS budget and expense reports. However, an indication of its significance is that, in the Pacific area, busing costs are estimated to exceed $4 million per year. Moreover, costs have increased steadily even though student enrollment has consistently decreased in that area.

Practices and problems of busing

Most installations normally transport eligible pupils daily to and from school. Generally, military transportation offices determine busing requirements for students attending schools on the installation. They then arrange to supply transportation through one source or a combination of Government-owned, leased, and chartered vehicles and charge ODSS for these services.

Although contract costs in recent years have increased and projected costs for fiscal year 1974 show an additional 20-percent increase, it is becoming increasingly more common to contract with local companies for much of the necessary busing service. Whatever the source of busing service, it appears that school officials do little monitoring of requirements, procurement, use, or quality of service.

Money could be saved systemwide through improving use of busing facilities, revalidating busing requirements, and monitoring busing services closer. These basic elements of good management have, in some instances, been ignored. For example, in the Pacific area school officials deferred to

other installation organizational elements in busing matters and were not informed in even the more elementary background details for estimating busing requirements, such as (1) how many students lived off base, (2) how many students lived within walking distance of their school, or (3) how many pickup points were necessary to transport the students.

Avenues for achieving economies in busing

School officials could use several relatively simple approaches to explore ways to economize. One is as simple as seeing that buses are better used. Although busing conditions vary between areas, installations, schools, and even between bus routes to the same school on the same installation, buses frequently were transporting considerably less than a capacity load--many less than half full.

Transportation officials said that students through the fifth grade generally can sit comfortably three to a seat. By merely increasing the number of student passengers to the minimum adult seating capacity, we concluded that about 25 buses in Okinawa could be eliminated, with an estimated annual savings of about $211,000. Based on the maximum seating capacity (three to a seat for the younger children) and based on the average student age at Okinawa schools, about 40 buses could be eliminated for an estimated annual savings of about $333,000.

There is little evidence that school or transportation personnel have seriously tried to determine how many students live within easy walking distance of their schools. As a consequence, almost all students are being bused to their schools.

Management also needs to examine those instances where busing off-base students is required. For example, at Clark Air Base student enrollment in school year 1972 decreased by about 1,264; most of this decrease was among students living off base. Transportation officials stated that, in spite of the decreases, buses are still driving the same number of miles as in the prior year, reasoning that each bus may be carrying fewer students but still stop at the same off-base housing areas as in the previous year. It would appear that buses could be used more economically by reducing the number of stops by having students walk to semicentral pickup points.

CONCLUSIONS

Costs could be reduced if school administrators at overseas area and district levels became more concerned and informed regarding monitoring and managing school busing. School administrators appear to have relied unduly on transportation officials to furnish or contract for busing, without concerning themselves sufficiently with cost. Consequently ODSS school busing services are marked by poorly designed bus routes, by less than acceptable loading and use of vehicles, and by a trend toward more costly contract services.

The school officials' lack of involvement and apparent lack of interest in bus management decisions may be attributable, in part, to a lack of awareness of the magnitude of costs involved. The elements of expense shown in school system budgets and cost reports provide inadequate visibility over busing expense, and information concerning total busing costs is not readily available.

RECOMMENDATIONS

To coordinate efforts of school and military transportation, procurement, and safety officials toward insuring more efficient busing while achieving a more economical operation, we recommend that the Secretary of Defense direct:

--ASD(I&L) to establish a special task force of qualified transportation specialists to evaluate and report on opportunities for better management of the cost, level, and quality of busing services being furnished to ODSS at overseas locations.

--Such specialists to periodically reassess the adequacy and economy of routes and passenger loading ratios that comprise the school bus support service rendered to ODSS, whether that service is provided under contracts or through the use of installation equipment and personnel.

--DDE to incorporate into his management information system reporting procedures which would highlight,

by geographic area, school district, and schools within a given district, data applicable to bus transportation costs. This should include number and capacity of buses, bus miles, cost-per-seat mile, and such other indicators that would promptly show school administrators the need for closer attention.

AGENCY COMMENTS

DOD did not agree with establishing a special task force of qualified transportation specialists to evaluate busing services. However, DOD agreed that, because of the worldwide scope and continuing nature of operations, the evaluation and reporting of opportunities for better management of busing services should be done by transportation specialists in the major component headquarters overseas.

DOD advised that ASD(I&L) will insure that qualified transportation specialists evaluate and report to appropriate authority on opportunities for better management of the cost, level, and quality of busing service furnished to ODSS at overseas locations.

CHAPTER 7

CONTROLS OVER PROCUREMENT, DISTRIBUTION, AND ACCOUNTING FOR EDUCATIONAL MATERIALS AND EQUIPMENT NEED STRENGTHENING

SCHOOLS ARE EXPERIENCING SUPPLY SUPPORT PROBLEMS

In the Pacific area, schools experienced lengthy delays in receiving some supplies. Out of 2,129 line items ordered by schools in Korea and Japan from the Defense General Supply Center (DGSC) during February through June 1972, 849 or about 40 percent were still outstanding as of October 20, 1972. In Okinawa, Taiwan, and the Philippines, officials estimated about 40 percent of the items ordered during the first 6 months of calendar year 1972 were unfilled as of late November 1972.

ODSS schools generally obtain textbooks, supplies, and educational materials and equipment from DGSC and other supplies from the General Services Administration (GSA) and from the installations' normal military supply channels.

We made followup tests of the procurement, payment, and supply management procedures followed by DGSC, a principal supply source of many of the more than 350,000 line items used overseas by ODSS, to ascertain why followup inquiries were not answered.

Our review at DGSC's Richmond, Virginia, depot identified a number of weaknesses in operating and management controls of sufficient significance to convince us of the need for an immediate meeting with personnel of the Office of ASD(I&L). We told them of our concerns about a number of items, particularly with the "fast-pay" procedures pertaining to requirements or blanket contracts that are so widely used by DGSC. Almost half the items procured by DGSC for shipment to fill ODSS orders are obtained through contracts under which suppliers agree to furnish particular items at a fixed price, within stipulated minimum and maximum quantity limits, over the contract period which is generally 1 year. Suppliers' shipments frequently are made directly to the ordering organization rather than to the DGSC warehouses.

Under the fast-pay procedures, a contractor is required to notify the addressee that shipment has been made and is authorized payment after it certifies to DGSC that the goods ordered have been shipped. The organizations to which the goods are shipped are required to notify DGSC if they do not receive the goods or if they have any other problems with the items ordered and delivered. Suppliers are not legally bound to make good for nonreceipt of goods shipped or any other discrepancies unless they are notified within 90 days of the shipping date.

The effectiveness of such a system obviously depends upon suppliers' promptly notifying customers that goods have been shipped and the expeditious handling of customers' inquiries about nonreceipt of goods or other complaints. We found, from our inquiries, that control procedures were not being adhered to routinely and that the system's effectiveness was being compromised.

Priority attention given identified deficiencies

Defense Supply Agency (DSA) personnel responded promptly to our disclosures and assigned management-review teams to DGSC and to the three overseas areas where the teams visited ODSS area and district offices, as well as a number of schools in each area.

The team reporting on conditions in the Pacific area found that the recordkeeping applicable to school system requisitions during fiscal year 1971 and portions of fiscal year 1972 was so poor in several of the school districts that the team could not establish what items had been received and what items were still outstanding. Further inquiries by the review teams established that problems existed not only with supplies from DGSC but also from GSA and from the regular military supply system.

DSA personnel, upon completion of their review said that:

1. DGSC had not been sufficiently responsive in followup of inquiries received from overseas schools, and communications needed improvement.

2. DGSC's requirement for notification on fast-pay procurements was not realistic for overseas shipments of school supplies.

3. Deficiencies existed in areas involving packing, marking, and transportation of school supplies and equipment destined for overseas shipment.

4. A proposed DOD-GSA agreement was expected to clarify procurement responsibilities of the respective organizations as they related to supply support to ODSS.

Other supply support matters in the Pacific area needing management attention to correct weaknesses included:

--Evidence that about 40 more personnel than normally authorized under DOD staffing criteria had been assigned. Relatively high-level school administrators were devoting full-time or inordinate portions of their time to expedite supply support.

--Many individuals who were involved in supply support were inadequately trained local national personnel or unfamiliar with normal supply procedures.

--Procedures for identifying and redistributing excess textbooks were inadequate or poorly implemented. A number of schools were retaining excess textbooks which could have been redistributed to schools lacking those texts.

The DSA teams visiting the European and Atlantic areas reported no major problems or complaints about supply support to ODSS there. We noted in the Atlantic area what appeared to be excess quantities of relatively costly audiovisual equipment, as well as textbooks, during our visit to the Chaffee schools at the Naval Air Station in Bermuda. The area superintendent told us that the existing system for transferring excess items among the schools within a geographic area was adequate but that the system for inter-area transfers of excess materials was inadequate.

Corrective measures already taken

DSA management review teams made a number of recommendations for DGSC organizational changes and realinement of responsibilities which should improve supply support to the overseas schools in all areas.

The Army Audit Agency, in a February 1973 report on its examination of ODSS activities in the European area, commented on the procurement of at least $130,000 of unneeded textbooks in fiscal year 1972, because of several inadequacies in the formula used to compute textbook requirements. The agency's recommendations for changes in the method of computing requirements were concurred in by responsible Army command echelons in Europe.

CONCLUSIONS

The potential for problems inherent in supply support to a worldwide school system such as ODSS is conceded. The levels of support being achieved for an activity that has relatively low priority on overseas transportation of its requisitioned supplies certainly are not to be discounted lightly.

RECOMMENDATIONS

To improve the quality and reduce the costs of supply support throughout DOD and to ODSS schools in the Pacific area, we recommend that the Secretary of Defense:

--Require special monitoring and reporting on the progress of those changes in procurement and supply procedures which were found by DSA to be inappropriate to the existing fast-pay procedures available to suppliers.

--Direct priority attention to the proposed DOD-GSA agreement which would clarify procurement responsibilities for both agencies.

--Require progress reporting on the disposition by ASD(I&L) of those other recommendations made by the management-review teams following their special review of problem areas we brought to their attention.

--Direct ODSS to reduce in the Pacific area the number of personnel assigned to supply support to authorized levels.

--Require the development of a more effective system for intra-area and inter-area redistribution of excess school supplies, textbooks, and equipment.

AGENCY COMMENTS

DOD agreed with all recommendations except the one concerning a reduction of the number of supply personnel in the Pacific area. However, DOD stated that it is conducting a study to analyze the work requirements and, if indicated, will adjust the manpower guidance to more accurately show actual needs.

DOD's approach to the problem is acceptable if, upon receipt of the completed study, appropriate action is taken.

CHAPTER 8

TUITION FEES CHARGED NEED CORRECTION

Tuition-fee rates for the ODSS geographical areas do not always offset the Government's costs of educating students who must pay tuition.

ODSS students who are not dependents of DOD personnel are required to pay tuition fees. Governing DOD instructions require that each military department establish tuition rates annually for the schools in its geographical area. Tuition rates for billing the dependents of employees of other Federal agencies must provide for the recovery of proportionate shares of total Government operating costs. Tuition rates charged dependents of personnel who are not employed by the Federal Government must provide not only for the recovery of proportionate shares of the operating costs but should include a uniform, additive factor for the recovery of a proportionate share of the Government's investment cost. DOD Instructions state that ASD (M&RA) should review and approve tuition rates annually.

GUIDELINES FOR COMPUTING ODSS PER-PUPIL COSTS

DOD Instruction 1342.5, "Cost Classifications and Definition of Costs Subject to the Statutory Limitation for the DOD Overseas Dependents School System", issued September 17, 1971, is applicable to all military departments. It describes certain uses of the cost data and the level of detail of cost information that is required by the school administration and management officials for budgeting, monitoring, and insuring compliance with statutory limitations, establishing tuition rates for students, and comparing cost elements of the program with costs of similar elements of other school systems.

Implementing regulations issued by the military departments generally parallel and restate in more comprehensive detail that DOD guidance, as it pertains to division and assignment of responsibility. Those regulations, supplemented as necessary by service memorandums, enumerate the pertinent expense categories to be included, as well as items to be excluded, in overall operating and per-pupil cost calculations, and prescribe standards for establishing pupil counts.

The ICD guidelines do not provide for reporting all known operating costs. For example, although the amount of money paid to ODSS personnel as overseas allowances is included as an operating cost, the cost of providing Government-furnished living quarters overseas for several thousand school teachers and administrative personnel is not. In the European area, Government-furnished living quarters were provided for more than 2,200 school personnel during the school year 1972-73. The costs attributable to providing that support, although not known, are obviously significant.

There is, therefore, an inherent infirmity in the reported costs where an identical element of operating cost (i.e., housing costs of teachers and other school personnel) is only partially included and reported. The accuracy of representations of per-pupil costs for the entire ODSS, or for per-pupil costs in any geographical area, is therefore subject to some question. The validity with which these per-pupil costs can be compared, either area by area or with stateside school system costs, is questionable. This is particularly relevant in that the overseas installation commander has the authority to deny or authorize off-base living for personnel, with the attendant payment of housing allowances when authorized.

PRACTICES FOLLOWED IN SETTING AND COLLECTING ODSS TUITION NEED CLOSER MONITORING

In the last 5 school years, the total ODSS student population, based on average daily membership, has decreased from about 169,000 in school year 1969-70 to about 158,800 in the 1972-73 school year. The enrollment of tuition-paying students during a similar period has similarly decreased from about 8,130 in school year 1968-69 to about 6,050 in 1972-73. Although the number of tuition-paying students has consistently declined, a sharp increase in ODSS per-pupil costs was shown in an increased gross collection of tuition fees, which rose from $4.5 million to about $5.8 million during the same period.

In the three areas were instances in which the tuition charged either failed to insure recovery of operating costs or the tuition fee charged was used as a means of financing school building construction which had been contracted for outside the normal military construction appropriation procedures.

European area

On February 28, 1973, we notified the Secretary of Defense that tuition fees charged the 388 non-Government-sponsored dependents attending the ODSS school in a Near-East country had been erroneously computed and would result in failure to recover about $290,000 of operating costs incurred for the 1972-73 school year. The tuition-fee rate used for billing had been computed for the entire European area, rather than the one computed specifically for the school where about 75 percent of the students were not Government-sponsored dependents. The use of the lower area tuition-fee rate ($982 instead of $1,733) was, in our opinion, improper in the circumstances.

On April 18, 1974, DOD directed that a supplemental fee, sufficient to defray actual expenses, be charged non-U.S. Government-sponsored students.

Tuition established for ODSS schools in West Berlin provided for recovery of total identified costs from fee-paying students. However, the West German government had committed itself to reimburse to ODSS in Europe about $1.2 million of the costs of operating the ODSS schools in Berlin. As a result, the individuals were being required to pay more than the costs borne by the school system in providing the education.

School authorities in the European area, under the terms of an arrangement made locally with U.S. Embassy officials in Germany, have agreed to accept a reduced fee from those tuition-paying students who attend the elementary and high schools operated by ODSS in Bonn, Germany. Tuition for the 1971-72 school year was reduced by $141 per student, and that amount, together with an additional $50 per pupil, is collected by the Embassy and applied principally as repayment of a loan obtained from a German commercial bank. The loan proceeds were used to finance the expansion and improvement of the school plant in Bonn. These special financing arrangements were not formally submitted or approved by higher echelons of Headquarters, United States Army, Europe.

Atlantic area

In the Atlantic area, ODSS school authorities established a tuition rate of $995 for the 1972-73 school year. The budgeted operations and maintenance costs, adjusted for investment recovery factors and deferred costs, to operate the area schools for the 1972-73 school year totaled about $1,350.

It appears that the Navy's Dependents Education Office (Atlantic) decided to deviate from the regularly prescribed procedures for computing tuition without DDE's prior knowledge or concurrence. The $355 difference per nonfederally sponsored student, of which there were 139 on December 31, 1972, represents an underbilling of about $50,000 for the school year.

Pacific area

ODSS operating costs of the Pacific area during fiscal year 1972 were reported to be $36.9 million, for an average daily membership of 40,453 students, or an average per-pupil cost of $911. Those services furnished without cost to ODSS schools in the Pacific area are estimated to have totaled $2.7 million for that same period, for an adjusted average per-pupil cost of $977, or $66 per student greater than the reported per-pupil cost.

CONCLUSIONS

DOD's policy and the services' practices in establishing tuition-fee rates to be used in billing ODSS students who are required to pay for their education do not insure that the Government will recover total costs incurred in providing that education.

The existing method for reporting costs is of questionable validity for comparing ODSS with other American school systems of similar size and comparing schools within the three area systems. These costs can also be understated if the cost of certain items--such as Government-furnished living quarters--are not included in ODSS' systemwide costs and per-pupil cost computations.

Unilateral decisions are being made by the military departments in overseas areas to use a tuition-fee rate other

than that calculated as being necessary to recover the costs incurred by the Government, without adequate justification for such deviations. Information made available in Washington to DDE is not sufficient for him to identify such deviations and to properly monitor the military departments' procedures in establishing billing rates to be used in the schools over which they have area operating responsibilities.

RECOMMENDATIONS

To insure the required recovery of costs incurred and the development of more accurate financial reporting on the overall costs of operating ODSS, we recommend that the Secretary of Defense direct that:

--Pertinent DOD instructions be revised to provide for inclusion of major support services presently being provided by the military departments without charge to the ODSS operating budget. Principal among these would be the estimated cost of Government-furnished housing to ODSS professional and administrative personnel and the administrative support services furnished to ODSS by comptroller and personnel organizations both in the continental United States and overseas.

--Current procedures be revised to develop areawide tuition-fee rates, to insure that properly computed rates are used in billing tuition-paying students.

--The audit agency of each military department be required to validate area per-pupil cost computations and certify to the appropriateness of the rates used in each geographical area for billing each year.

--Procedures provide for a provisional billing at the beginning of the school year, with any necessary adjustments to be made at midyear, when more accurate costs and pupil counts are available.

AGENCY COMMENTS

DOD does not agree that major support services being provided without change to ODSS by the military services should be identified and included in ODSS' operating budget.

DOD said that the support being furnished to ODSS is essentially the same sort of support that is given any other tenant unit and the costs which could be identified would be miniscule thus making it uneconomical to gather such data for purposes of reimbursement.

DOD does not dispute that there are certain nonreimbursable support expenses attributable to ODSS. We believe that all proper, readily identified costs attributable to ODSS should be reflected in the system's operating budget. These support costs are a portion of the expense of operating ODSS and thus a portion of the per pupil cost, the theory of tenant units notwithstanding. If these expenses are known and not included in the ODSS operating budget it follows that both the operating expenses and the tuition fee charged are in error.

CHAPTER 9

SPECIAL-PURPOSE EDUCATIONAL PROGRAMS

REQUIRING IMPROVEMENT

Traditionally, the ODSS curriculum has been oriented to preparing its graduates to attend college. In recent years, in view of congressional interest, opinion surveys of the school system, and suggestions from outside educational organizations, ODSS has become more aware of the desirability of offering vocational and other special educational courses to meet the needs of students who are not planning to seek a college education. Increased emphasis also has been placed on courses concerned with the host nation for the cultural enrichment of all students, whether they are college bound or not.

Some of the difficulties ODSS encountered in implementing its new, special-purpose programs involve increased costs; lack of adequate school facilities; tardy and inadequate coordination between teachers and school administration personnel; and, in some instances, student and school personnel apathy.

VOCATIONAL PREPARATION PROGRAM

The National Advisory Council on Vocational Education has estimated that about 60 percent of all students do not receive any formal education beyond high school. ODSS officials estimated that about 55 percent of those graduating from its schools planned to enter college, but that the remaining 45 percent planned to terminate their formal education upon graduation or to go on to advanced vocational programs.

ODSS in the European area conducted an opinion survey in 1970 and about 54 percent of the students surveyed said they would have taken a vocational course if it had been offered. About 12 percent of the students contacted indicated they found it necessary to change their long-range plans because of the dearth of vocational subjects offered in their school system.

Although this data highlighted the need for vocational education, ODSS has continued to offer largely college preparatory courses. Earlier attempts to expand their vocational training programs encountered a number of problems. Among them were:

1. Meaningful vocational training programs are more costly than academic education and therefore require more funding.

2. The more common vocational courses, such as woodworking and metalworking, offered by some high schools were of limited scope because of a lack of facilities and equipment.

3. The ODSS student body is relatively transient, which adversely affects the availability of a sustained vocational training program.

As a result, vocational programs did not receive significant attention until recent years when NCA's evaluators began to emphasize in their reports the need for more vocational subjects in the ODSS curriculum.

Although ODSS recognized the need for a vocational education curriculum at least as early as 1967, it did not until about 1971 show much interest in this area. In October 1971, the school superintendent in the European area issued a memorandum to the schools in the area, encouraging them to submit plans for adding vocational courses. That memorandum stated:

> "There is a drastic need to increase the number of vocational education classes in USDESEA in order to fulfill our mission...and to provide the instruction needed and desired by approximately 3,000 of our secondary students."

Funding (about $2.7 million) for an expanded vocational education program in the European area was received for fiscal year 1973. The European area ODSS requested an additional $2.4 million for fiscal year 1974. An Army Audit Agency review late in 1972 disclosed that no plans had been formulated by European area school officials to spend all the fiscal year 1973 funds, nor had plans been made to support the proposed expenditures of the funds requested for fiscal year 1974. The report observed:

"USDESEA's vocational education program was far behind programs of school systems in the United States and could accommodate only a small portion of the students at a few high schools. Funds for expanding the program were not received until FY 1973 because USDESEA delayed requesting them. USDESEA was not prepared to spend the funds when they were received."

ODSS in the Atlantic area is relatively uninvolved in vocational education. The program of study there still is college preparatory but does provide for some limited instruction of a vocational nature.

WORK-STUDY PROGRAM

The work-study program offered by ODSS is designed to provide actual experience in an occupation, trade, business, or profession undertaken as part of the requirement of a school course. The program's goals, as outlined in DOD Instruction 1342.11, issued March 23, 1970, include:

1. Providing an ongoing, educational program for high school students to help them experience and understand the world of work.

2. Developing a cooperative school-trainer relationship in the community.

3. Establishing competent industrial and governmental agency supervision of work-study participants in coordination with the school.

4. Establishing work-study opportunities for students at all levels of ability and achievement.

A well managed work-study program can make available substantial and valuable vocational training opportunities for all ODSS students and should prove invaluable for the estimated 45 percent of ODSS students for whom high school graduation represents the end of their formal education.

The work-study program is offered in some, but not all, ODSS high schools. In some instances, it is used to compensate for the nonavailability of vocational training courses

which frequently require expensive equipment and suitable facilities and which usually are not readily available.

We believe the work-study program has certain inherent qualities, potentially advantageous to ODSS. It can use the facilities, equipment, and expertise which already exist in military communities. The program requires close cooperation between the school, the local military officials, and if appropriate, local commercial concerns. The degree of program success varies widely because it depends largely on the facilities and conditions existing at each school, and these also vary widely.

In the fall of 1971, the ODSS work-study program in the European area encompassed about 1,900 students in 30 schools. These participants represent about 22 percent of all ODSS high school juniors and seniors in that area. The Army Audit Agency examined the work-study program during its review in 1972 and reported that 13 students at one high school were working in the school cafeteria in unskilled jobs which did not meet the program objectives and were being paid only half the salary paid regular employees. The Agency found other instances where (1) students were enrolled for more than the maximum allowable hours and credits, at the expense of attendance at regular classes, and (2) some students did not meet the minimum age requirements for enrollment in the program. The report concluded that school officials were not adequately monitoring this special program.

School officials' monitoring of the ODSS work-study program in the European area is weak. For example, although program guidelines stipulate that enrolled students are required to attend, at least once a week, a class designed to provide them with pertinent, supplementary information about the world of work, some schools were not holding these classes. Teachers criticized program management saying that it had been imposed on them without their being involved in the planning phases and without being properly prepared to participate in its operations.

HOST NATION PROGRAM

Where practical throughout ODSS, the curriculums of elementary and secondary schools include some type of course dealing with the host nation (known as the Host Nation Program), which attempts to capitalize on the opportunities for

intercultural exchanges. The exposure to these ODSS unique offerings is more extensive in some schools than in others because of the type of staff available and local conditions. The experience of living in a foreign land can be even further enriched by a conscious and organized effort to associate with the culture and with peers of the host nation. It can be as rewarding for those students preparing to continue their education in college as for those who expect to terminate their education upon graduation from high school. Congressional interest has stimulated this educational enrichment approach by encouraging this type of cultural interchange since as early as 1966.

The cost of the ODSS Host Nation Program has almost trebled, from about $1.1 million in fiscal year 1969 to about $3.2 million in fiscal year 1973.

Host Nation Programs have generally enjoyed a satisfactory acceptance in ODSS elementary schools where the general purpose of the program is to give the students an appreciation of the similarities and differences between host-nation culture and our own national culture. The program usually includes some host-nation language training; visits to museums, factories, and schools; and joint participation with host-nation children in suitable activities.

ODSS hires local nationals to be Host Nation Program teachers. Not all secondary schools offer a host-nation course, but where it is offered it usually consists of a language course and student participation is low.

Several problems, varying from country to country, made conducting the Host Nation Program successfully difficult. In Japan, the salary offered was lower than that available to local national teachers in the local school systems. Accordingly, little prestige was associated with working as a teacher in the ODSS Host Nation Program. Many of those teachers recruited locally were not familiar with American instructional methods. Although salaries offered to Host Nation Program teachers in Okinawa were comparable to salaries paid locally, school personnel informed us that the teachers hired were not well qualified. In both Japan and Okinawa many Host Nation Program teachers had difficulty in speaking English well enough for students to understand and discipline problems developed.

In the Philippines, salaries for program teachers were higher than those otherwise available to them locally. As a consequence, the positions were considered desirable and teachers who were employed generally had excellent credentials.

Interpersonal relationships between local national and American teachers in ODSS, particularly in the Pacific area, became strained and there was little social contact between the teachers. There are strong indications that local national teachers feel they are second-class employees because they are paid less than their American colleagues and because American teachers sometimes remain in host-nation classes to maintain discipline over the students. In most schools visited, we were told that students had little interest in host-nation courses and were less than enthusiastic about participating.

CONCLUSIONS

Because almost half the ODSS students do not plan to seek college degrees and because of the limited job opportunities available to students living on overseas military installations, strong vocational and work-study courses in ODSS secondary schools are urgently needed.

Partially because of delays in recognizing that need in developing carefully structured plans and in requesting funding for expanded vocational-type courses, ODSS vocational training programs have lagged behind similar programs now available in many school systems in the United States.

Work-study programs, whether offered as a supplement to, or instead of, vocational training, are of immense potential value to ODSS students. However, local school administrators have been weak in program planning and monitoring.

The Host Nation Programs offer opportunities, unequaled in U.S. school systems, to study the culture of the countries in which the ODSS students live. The knowledge to be gained by students through direct association with the host-nation culture and through interchange with local peers should be rewarding and educationally enriching. More effective student motivation is needed, however, to overcome problems encountered in Host Nation Programs in some geographical areas

and to create greater acceptance and support of the program objectives by ODSS students.

RECOMMENDATIONS

To more efficiently meet recognized needs for adequate vocational education, work-study, and Host Nation Programs in ODSS, we recommend that the Secretary of Defense direct:

--Development of an overall plan specifically designed to provide and place increased emphasis on vocational training, work-study, and cultural enrichment programs to fulfill the unique needs of ODSS students. This plan should be coordinated through DDE to insure systemwide implementation that will be in consonance with the overall DOD plan.

--Planning and implementation at the area and school levels to provide for expanding the work-study programs by using, to the maximum degree possible, the facilities, equipment, and expertise available in the local U.S. military communities.

--That guidelines be established applicable to the Host Nation Program, aimed toward overcoming current problems and encouraging a more responsive attitude in ODSS students.

AGENCY COMMENTS

DOD agreed with all recommendations.

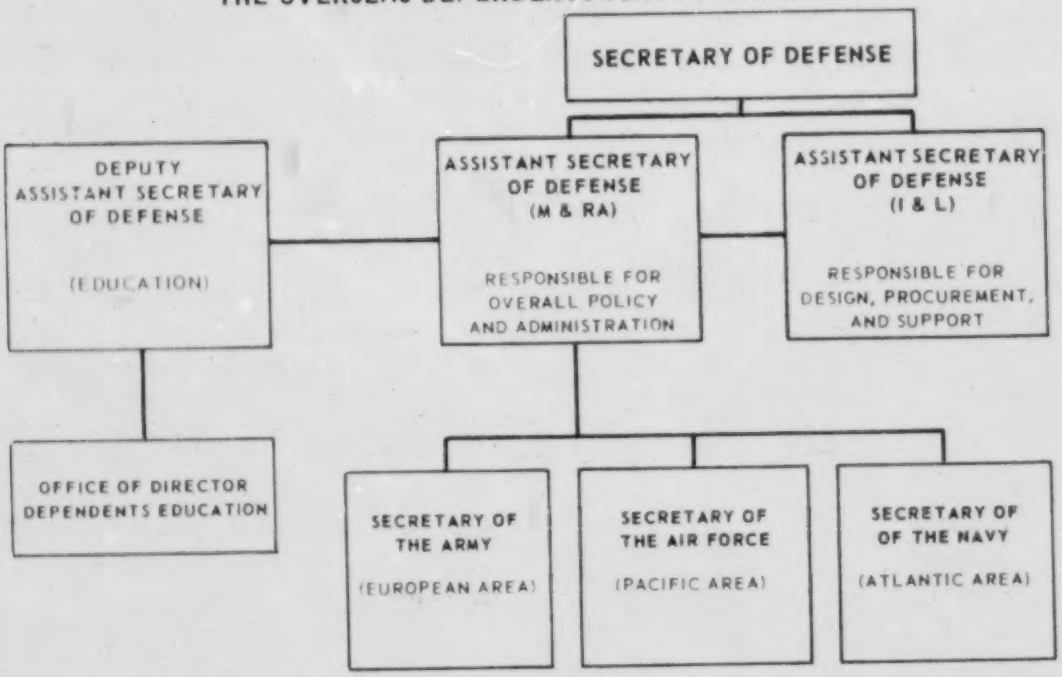
CHAPTER 10

SCOPE

Our review was directed toward an evaluation of the administration and operations of ODSS worldwide. Policies and procedures were examined in the areas of educational goals, organization and staffing, logistical services, school facilities, tuition fees and financial management, and special-purpose education programs.

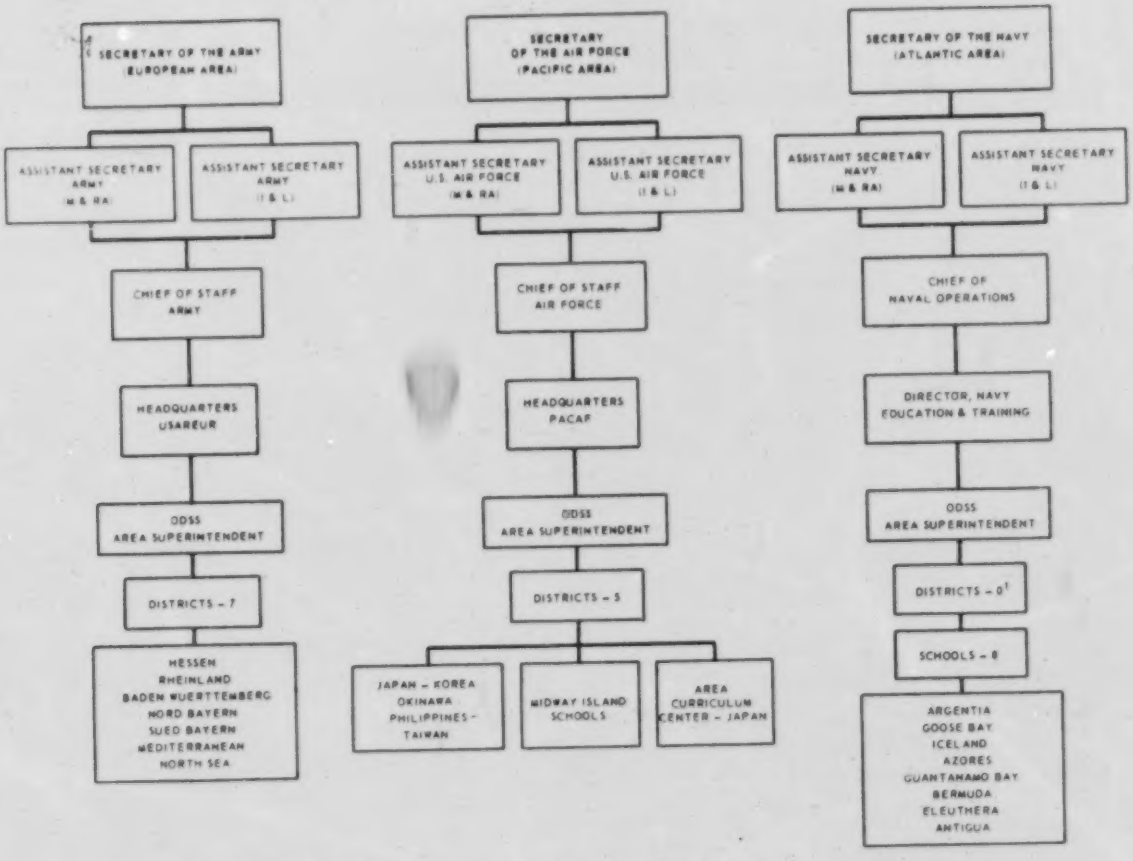
During our review we visited headquarters and selected schools in Europe, the Pacific and Atlantic areas, and the headquarters and directorate units in Washington, D.C. We conducted interviews with ODSS personnel, DOD officials, and representatives of school related organizations and examined pertinent records and files relating to the management areas of review.

PRINCIPAL ORGANIZATIONAL ELEMENTS RESPONSIBLE FOR THE OVERSEAS DEPENDENTS SCHOOL SYSTEM


SECRETARY OF DEFENSE
DEPUTY ASSISTANT SECRETARY OF DEFENSE (EDUCATION)
ASSISTANT SECRETARY OF DEFENSE (M & RA) RESPONSIBLE FOR OVERALL POLICY AND ADMINISTRATION
ASSISTANT SECRETARY OF DEFENSE (I & L) RESPONSIBLE FOR DESIGN, PROCUREMENT, AND SUPPORT
OFFICE OF DIRECTOR DEPENDENTS EDUCATION
SECRETARY OF THE ARMY (EUROPEAN AREA)
SECRETARY OF THE AIR FORCE (PACIFIC AREA)
SECRETARY OF OF THE NAVY (ATLANTIC AREA)

APPENDIX II

MILITARY DEPARTMENT ORGANIZATIONS RESPONSIBLE OVERSEAS FOR DEPENDENTS SCHOOLS



† Atlantic area has no district organization – all schools are supervised by Area Superintendent at Pensacola, Florida

COMPARISON OF ODSS EXPENSES BY COST CLASSIFICATION

	Fiscal year					Increases for 5 years	
	1969	1970	1971	1972	1973 (note a)	Dollars	Percent
Education (note b)	$ 67.8	$ 83.7	$ 87.6	$ 95.9	$108.2	$40.4	59.6
Support	15.4	20.9	21.2	24.8	29.9	14.5	94.1
Tuition fees paid by DOD	13.9	16.5	18.1	19.4	20.7	6.8	48.9
Costs unique to DOD schools (note c)	10.3	11.0	11.8	13.5	14.9	4.6	44.6
Administrative	3.7	4.3	5.0	6.2	6.6	2.9	78.4
Total	111.1	136.4	143.7	159.8	180.3	69.2	62.3
Less reimbursement to DOD	4.4	5.9	6.2	6.7	7.6	3.2	72.7
Total ODSS costs	$106.7	$130.5	$137.5	$153.1	$172.7	$66.0	61.8

[a]Budgeted costs.

[b]Principally salaries.

[c]Includes housing allowances, permanent change of station allowances, and salary differential.

ASSISTANT SECRETARY OF DEFENSE
WASHINGTON D C 20301

MANPOWER AND
RESERVE AFFAIRS

3 JUN 1974

Mr. Forrest R. Browne
Director, Federal Personnel
and Compensation Division
U.S. General Accounting Office
Washington, D. C. 20548

Dear Mr. Browne:

This is in reply to your letter of March 29, 1974, addressed to the Secretary of Defense, regarding the education of school-age dependents of United States personnel stationed overseas (OSD Case #3807). Our comments on the General Accounting Draft Report are attached.

We wish to continue to improve the operation of the Department of Defense Dependents' Education Program, and appreciate the opportunity to comment on this report.

Sincerely,

Robert C. Taber
Lieutenant General, U. S. Army
Principal Deputy

Attachment

Title: Department of Defense Comments on GAO Draft Report of March 29, 1974, on "Education of School Age Dependents of United States Personnel Stationed Overseas," (OSD Case #3807)

Summary of GAO Findings, Conclusions and Recommendations

1. Educational Goals and Accomplishments:

The Overseas Dependents School System (ODSS) efforts to evaluate the quality of education it provides have been sporadic, inadequately coordinated and monitored.

The principal criterion applied in high school accreditation reviews has emphasized resource inputs which are not guarantees of high educational achievement. A recent change in ODSS's educational goal of "educational opportunities of a high quality comparable in all respects to the better school systems of the United States" to one that aimed "to deliver a quality education" may have been unduly influenced by the lack of earlier success in meeting that higher goal. GAO believes this school system should not compromise its goals because of difficulties experienced in measuring or achieving stated goals of excellence.

General Accounting Office recommended that:

The desirability of directing recent changes to the ODSS educational goals and testing programs be reconsidered, and to incorporate provisions for inter- and intra-area, and major U. S. school systems comparisons in the testing programs.

Department of Defense Comments on Recommendations:

The Department of Defense has reviewed the educational goals for the Overseas Dependents School System. As a result, the Department of Defense will maintain the previously stated educational goal of "providing educational opportunities of a high quality comparable in all respects to the better school systems of the United States."

Provisions already exist in the current Department of Defense-wide testing program that will permit inter-area as well as intra-area comparisons of test results. Since the tests being used are the same standardized tests also used in United States public school systems, comparison with these systems can be made.

The North Central Association visits each high school every three years, spending 3-4 days in each school. The team reviews all aspects of the school program. This includes a review of self-studies undertaken by the staff and administration, observation of classroom instruction, and appraisal of administrative leadership and organization in reference to curriculum planning and development, and the review of status of all previous violations of NCA policies and standards. The Department of Defense believes that the accreditation process is much more than the GAO implies, and is very worthwhile.

2. Organization, Staffing and Internal Communications:

Staff resources of the Office of the Director, Dependents Education (DDE), are relatively limited in number. As a consequence, their capability of giving strong direction and adequate oversight attention to the worldwide operations of the ODSS has suffered.

Effectiveness of program management by DDE would be enhanced by more frequent site visits and inspections, better coordination of Services' internal audit activities, and increased informal communications with all area school superintendents on policy matters.

General Accounting Office recommended that:

The DDE staff be augmented with currently assigned Military Department personnel to give strong direction and adequate oversight attention, including periodic site visits.

Area Superintendent positions be re-established as positions in the DDE to make communications more direct and unencumbered.

Audit agencies of the Military Departments be directed to coordinate their examinations of the ODSS activities with the DDE, and copies of the audit reports be furnished routinely to DDE.

DDE publish a newsletter or information bulletin to disseminate policy and program information.

A parallel system of periodic narrative reporting to DDE by district and area superintendent be established to keep that program manager advised as to operational problems and innovative education concepts or programs introduced at local levels.

Department of Defense Comments on Recommendations:

The Department of Defense concurs with the above recommendations, except for the one calling for Area Superintendent positions being re-established in the DDE. The Department of Defense is currently in the process of realigning some dependents education function and this recommendation will be evaluated.

With respect to the recommendation on audits, we agree that major audits of the ODSS should be coordinated with the DDE and that the DDE should be furnished copies of audit reports containing significant findings and recommendations.

3. Staffing Requirements for School System Personnel

The ODSS has experienced little recruitment difficulty, but teachers are questioning the intra- and inter-area teacher transfer programs, and their morale is being adversely affected by the overseas hiring of local (dependent wife) teachers.

Special efforts have been made to hire minority group teachers, but due to the timing of recruitment efforts, inadequate publicity, and other problems, the program has met with limited success. Opportunities are available to teachers for professional and career advancement, although no program has been established.

General Accounting Office recommended that:

A review be made of the overseas local hire and transfer programs for ODSS teachers, and consider the desirability of a more widespread issuance of authoritative information about the ODSS minority group teacher recruitment program. Career advancement opportunities for teachers be expanded, and tied more closely to administrative and management pursuits.

Department of Defense Comments on Recommendations:

The Department of Defense recently revised its policy regarding the employment of local hire dependents for teaching positions. While the policy still requires that preference be given to fully qualified dependents of military and civilian personnel who are stationed in the area, it permits the employment of a locally available non-dependent candidate who has clearly superior qualifications. The Department of Defense does not view the number of local hires excessive to the point of creating an unmanageable morale

problem among stateside hires or those desiring to make overseas teaching a career. Local hires provide essential flexibility in meeting unforeseen and sudden decreases in staff requirements, thus negating the need to implement reduction-in-force procedures.

The transfer program has been reviewed every year for the last three years. Each year improvements have been made. The Department of Defense will again review the transfer program planned for the 1975-76 school year. Teachers seem to believe that they have an inherent right to a transfer. The Department of Defense believes that transfers must be made in the interest of good management. Within this context, the Department of Defense tries to offer as many transfers as possible to those who have indicated a desire to relocate. As reflected in the below chart, there has been a rather substantial increase in the ratio of offers made to applications filed in the last several years:

Inter-Area Transfer Program

	Applied	Offered	Percent
SY 1972-73	1,070	302	28.2
SY 1973-74	869	437	50.3
SY 1974-75	704	348	49.4

Department of Defense concurs with the other recommendations.

4. School Facilities and Teacher Housing.

The proposed construction program for school facilities submitted annually to the Assistant Secretary of Defense (Manpower and Reserve Affairs) for assignment of priorities was not prepared with ODSS program goals and requirements as a primary consideration.

The quality of teacher housing varies from area to area, and within areas, and is a morale issue for teachers. Teachers and their professional associations have been urging the Department of Defense to establish higher minimum housing standards.

General Accounting Office recommended that:

Military construction funds be spent for overseas school facilities only where there is the greatest need for the establishment, replacement, or

5. Improvements Needed in the Management of Student Busing Services and Costs:

Savings could be realized through revalidation of student busing requirements, improved use of busing facilities, and closer monitoring of the busing services. School personnel have shown little interest or concern in monitoring the level, quality and cost of bus transportation.

General Accounting Office recommended that:

Assistant Secretary of Defense (Installations and Logistics) establish a special task force of transportation specialists to evaluate management, cost, level, and quality of school busing services, and that periodic reassessment by such specialists be conducted.

DDE incorporate reporting procedures which would highlight bus transportation costs to alert school administrators on a timely basis as to the need for their closer attention.

Department of Defense Comments on Recommendations:

The first recommendation would require the Assistant Secretary of Defense (Installations and Logistics) to establish a special task force of qualified transportation specialists to evaluate and report on opportunities for better management of busing services being furnished to ODSS. In view of the worldwide scope and continuing nature of these operations, it would appear that this can be done by transportation specialists who are needed and are already located at theater or major Department of Defense component headquarters overseas. The Assistant Secretary of Defense (Installations and Logistics) will continue to assure that qualified transportation specialists evaluate and report to appropriate authority on opportunities for better management of the cost, level, and quality of busing services currently being furnished to ODSS at overseas locations.

6. Supply Support of Educational Materials and Equipment.

Weaknesses at the Defense General Supply Center have been a major factor in supply support difficulties experienced by ODSS in the Pacific Area. GAO's identification of such problems to the Defense Supply Agency resulted in a priority inquiry by the agency. Corrective actions taken, on the basis of that internal examination, are expected to improve the quality of supply support to the schools and the financial controls over reimbursements made to suppliers of school supplies and equipment to ODSS.

that the Defense General Supply Center inform the Defense Supply Agency Procurement Management Review Office of action taken or proposed. A final report by the Defense General Supply Center is required when action has been completed on all recommendations.

The Department of Defense does not concur with the fourth recommendation. A study is currently underway in the Pacific Area to analyze the work requirements and make recommendations, if indicated, to adjust the manning guidance to more accurately reflect actual needs. No action is planned pending receipt of the study group report.

Department of Defense concurs with the fifth recommendation.

7. Tuition Fee Charges Need Correcting

Tuition fees charged to non-Federally connected students do not insure recovery of all known costs as required by governing Department of Defense directives. Unilateral determinations by area school superintendents to bill at rates lower than those computed in accordance with Department of Defense directives have resulted generally in an under-recovery of costs.

General Accounting Office recommended that:

Department of Defense Instructions be revised to provide for the inclusion of major support services such as housing for teachers, comptroller, and personnel offices.

Revisions be made to the current procedures for developing area-wide, tuition fee rates, and the audit agency of each Military Department be required to validate area per-pupil cost computations and certify to the appropriateness of the rates used in each geographical area for billing purposes.

Procedures be developed to provide for a provisional billing during the school year when more accurate costs and pupil counts are available.

[See GAO note.]

Department of Defense Comments on Recommendations

The Department of Defense does not concur with the first recommendation. The type of support costs referred to by the General Accounting Office as being not included in the total costs of the overseas schools are those costs associated with the operation of an overseas installation. New construction

of family and bachelor housing is not specifically programmed or earmarked for teachers. Instead, the teacher requirement is amalgamated with the requirement to house equivalent graded military personnel in evaluating the need for additional housing at any location. Similarly, the administrative support which is furnished to the dependents schools function without reimbursement is essentially the same sort of support furnished without cost to any tenant unit. Thus, any additional cost which could be identified would be minuscule, making it uneconomical to gather such data for the purposes of being reimbursed by tuition-paying students.

Department of Defense concurs with the second, third and fourth recommendations.

[See GAO note.]

8. Special Purpose Educational Programs.

Recently introduced, special education programs have experienced problems because of start-up costs, lack of school facilities, inadequate coordination between teachers and school administrators, and preparation of teachers. In some instances, apathy on the part of students and school personnel has caused problems.

Vocational training is available only on a relatively small scale. Funds were made available for an expanded vocational training program in the European Area in 1973 and 1974; however, plans to support the proposed expenditures were inadequate.

Host nation programs which capitalize on opportunities for intercultural exchanges are more acceptable at the elementary school level than the high school level. Some strains in interpersonal relationships between local national and American teachers exist.

General Accounting Office recommended that:

A plan be developed to re-emphasize vocational training, work-study programs, and cultural enrichment programs.

General Accounting Office recommended that:

Special monitoring and reporting be required on the progress of those changes in procurement and supply procedures which were found by the Defense Supply Agency to be inappropriate to the existing "fast pay" procedures available to suppliers.

Priority attention be given to a proposed joint DoD-GSA agreement to clarify procurement responsibilities. Progress reporting be required by the Assistant Secretary of Defense (Installations and Logistics) on the disposition of recommendations made by the management review teams following their special review of problem areas GAO brought to their attention.

ODSS reduce the number of supply support personnel in the Pacific Area.

ODSS develop a more effective system for intra- and inter-area redistribution of excess school supplies, textbooks and equipment.

Department of Defense Comments on Recommendations:

Department of Defense concurs with the first recommendation. Defense General Supply Center is stamping the requisitioner's copy of each award document with a statement in red ink requesting that a receiving report be furnished within 60 days of contract delivery date in order to protect the Government's recourse for damaged or improper shipment. This area will continue to be highlighted in the "Educational Supplies Newsletter" prepared and distributed by the Defense General Supply Center to its customers worldwide.

Department of Defense concurs with the second recommendation.

Discussion with cognizant personnel in the General Accounting Office indicates that the proposed joint DoD-GSA agreement was intended to cover the Department of Defense joint regulation on "Supply Support of Department of Defense Overseas Dependents Schools." This joint regulation has been fully staffed with all Military Departments and should be published within the next 30 days.

Department of Defense concurs with the third recommendation.

The Defense Supply Agency procurement management review report of Defense General Supply Center support of the Department of Defense Overseas Dependents Schools was published 14 January 1974. The report requires

expansion of such facilities, and a special procedure be prescribed for justification and funding of this category of facility and include a system of review and evaluation by the DDE of each proposal in excess of a stipulated minimum amount submitted to overseas installation commanders, and by each successive higher reviewing echelon of the Military Departments. The results of the review by DDE be incorporated into an advisory report containing a priority order-of-ranking, by Military Department, by geographic area, and submitted to the Assistant Secretary of Defense (Installations and Logistics) for his consideration in connection with the Services' request for military construction funds.

The Secretary of Defense direct the Services, in consultation with DDE to prepare five- and ten-year plans for school facility improvements.

DDE monitor the implementation of revised policy developed to improve the level of teacher housing, and make necessary timely revisions to recognize teachers' unique housing problems and preclude the development of serious personnel management problems because of inadequate housing accommodations.

Department of Defense Comments on Recommendations:

With respect to the recommendation "that the Secretary of Defense prescribe a special procedure for justification and funding of this category of facility" (dependents' schools), it should be noted that this is a small program. Moreover, no consideration should be given to treating dependents' schools as a special subject in the annual Military Construction Authorization Bill, since this would "open the door" for requests to treat hospital and medical facilities, R&D facilities, and a host of other "special categories" in the same manner.

In support of the above comment, it should be noted that, beginning with FY 1973, there was a significant increase in the amount of construction approved for dependents' schools overseas. In the FY 1973 Military Construction Program, $19.6 million was approved and an additional $3.6 million was expended under Minor Construction. In the FY 1974 Military Construction Program, $25.7 million was approved and an additional $0.6 million has been expended to date under Minor Construction. In the FY 1975 Military Construction Program, $17.9 million is being requested from the Congress for overseas dependents schools.

Department of Defense concurs with the other recommendations.

Work-study programs be expanded by using the facilities, equipment, and expertise available in military communities, and guidelines be established to overcome current host nation problems and to encourage a more responsive attitude in ODSS students.

Department of Defense Comments on Recommendations

The Department of Defense concurs with all three recommendations.

GAO note: Deleted comments related to matters presented in the draft report which have been revised in the final report.

PRINCIPAL OFFICIALS

RESPONSIBLE FOR ADMINISTERING ACTIVITIES

DISCUSSED IN THIS REPORT

	Tenure of office	
	From	To
DEPARTMENT OF DEFENSE		
SECRETARY OF DEFENSE:		
Dr. James R. Schlesinger	July 1973	Present
Elliott L. Richardson	Jan. 1973	July 1973
Melvin R. Laird	Jan. 1969	Jan. 1973
ASSISTANT SECRETARY OF DEFENSE (Manpower and Reserve Affairs):		
William K. Brehm	Sept. 1973	Present
Carl W. Clewlow (acting)	June 1973	Sept. 1973
Roger T. Kelly	Mar. 1969	May 1973
DEPUTY ASSISTANT SECRETARY (Education):		
M. Richard Rose	July 1972	Present
Nathan Brodsky (acting)	Nov. 1971	July 1972
DIRECTOR, DEPENDENTS EDUCATION:		
Anthony Cardinale	Oct. 1966	Present